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ABSTRACT

This document traces the history of adult education (AE) in California from the 1850s through the present. Chapter 1 traces AE in California from the 1850s through the 1940s, and chapter 2 summarizes AE governance, finance, and programming in the 1950s. Chapter 3 focuses on the new federal role in AE and AE program growth in the 1960s, with special attention to the following: federal adult basic education initiatives, growth of vocational education, separation of community colleges, and AE funding and program characteristics. Changes in AE governance and finance in the 1970s are outlined in chapter 4. Discussed in chapters 5-6 are competency-based education's birth in the 1970s and institutionalization in the early 1980s. Chapters 7-8 examine the response of AE in California to social, economic, and political changes in the 1980s and California's AE strategy for the 1990s. Appendixes contain the following: lists of various AE administrators, consultants, and practitioners in California; list of federal AE projects; enrollment statistics; and timeline of significant events in AE in California. Lists of 101 works cited and 225 recommended references are included. (MN)

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Meeting the Challenge

A History of Adult Education in California From the Beginnings to the 1990s

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Meeting the Challenge

A History of Adult Education in California

From the Beginnings to the 1990s

Written by
Linda L. West
for the Adult Education Policy and Planning Unit
California Department of Education

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DEDICATION

IN MEMORY OF
LYNDA T. SMITH
CONSULTANT IN ADULT EDUCATION
CALIFORNIA DEPARTMENT OF EDUCATION
1981-1994

Dr. Smith was recognized
nationally as an advocate for adult
literacy and took special pleasure in
the unique record of adult education
in her adopted state of California.

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PREFACE

The California Department of Education is proud to publish this history of adult education in this state. Adult education has been an important component of California's education system since the early 1850s.

Meeting the Challenge: A History of Adult Education in California, From the Beginnings to the 1990s is designed for use by practitioners and researchers of adult education and by university credential programs that prepare students to be teachers in adult education. The book's extensive references will help researchers to pursue more detailed studies of events treated briefly in these pages.

Through its adult programs California meets the continuing education needs of a broad spectrum of its population. Adult students can acquire basic literacy skills, earn high school diplomas, learn a vocation, and obtain parenting skills. Immigrants have the opportunity to receive instruction in English, history, and government; and special programs address the needs of adults with disabilities and older adults, among others.

The California Department of Education last commissioned a history of adult education in 1957. This new work records the changes that have occurred since then. It examines the interest in and the growth of adult education in California during the 1960s. It explains the implementation of competency-based education in response to the influx of immigrants during the seventies and eighties. Finally, it describes the innovative uses of technology in the nineties.

We trust that this publication will prove to be a useful resource for all those who care about adult education in the State of California.

DELAINE EASTIN
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of Public Instruction

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AUTHOR'S NOTE

The history of adult education in California was first published by the Department of Education in 1957 and is now out of print. The contents of that early publication are summarized in the first chapter and part of the second chapter of this new historical study. From the fifties through the nineties, as the Selected References section indicates, this book is based on extensive research from primary and secondary sources. A list of the sources referred to in the text appears under "Works Cited." The extended list under Selected References is arranged in a list of general references on adult education, followed by separate lists of publications organized by decade. Most of these sources are located in either the California Adult Education Archives or the California State Library.

The adult educators who contributed to the development of this book are too numerous to acknowledge individually, but their assistance is much appreciated. This publication and the video which preceded it, *California Adult Education: Meeting the Challenge*, first shown at the state conference of the California Council for Adult Education in 1992, would not have been possible without the vision of Raymond G. Eberhard, Administrator of the Adult Education Policy and Planning Unit, California Department of Education. The late Lynda T. Smith, the Department consultant who monitored the project, made all the details of working with the Department seem easy.

The recent photographs of adult students were taken at various sites in the Sacramento City Unified School District; thanks are due to Charles A. Jones and Joan Polster for facilitating those arrangements. Information provided by Bruce Moritz, University of California Extension (Santa Cruz), formed the basis for the time line in Appendix F.

Many adult education leaders have made contributions to the Adult Education Archives. Those from the following persons have been particularly generous: Holda Dorsey, Raymond Eberhard, James Lindberg, Cuba Miller, Lynda Smith, Richard Stiles, and John Tibbetts. Several adult education professionals were very helpful in reading drafts of the book and making suggestions. The author wishes especially to thank Paul Belomy, Lee Clark, Holda Dorsey, and Cuba Miller.

Finally, thanks are due to my husband, Tom West, and my daughter, Deborah, for their patience and support through three years of late nights and weekends at the computer.

CHAPTER

BEGINNINGS THROUGH THE WARTIME FORTIES

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Italian immigrants at Ellis Island, 1905

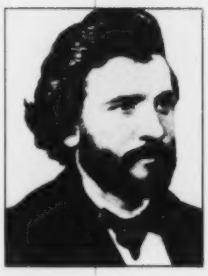
BEGINNINGS THROUGH THE WARTIME FORTIES

ADULT EDUCATION IN CALIFORNIA HAS A PROUD HISTORY OF BEING RESPONSIVE TO COMMUNITY, STATE, AND NATIONAL NEEDS.

From a simple beginning in 1856, during the early years of statehood, adult education in California grew with the expanding population of the state and was particularly responsive to the needs of California's immigrant populations. After gaining in professionalism in the 1920s, the adult education system progressed and expanded through the difficulties of the Great Depression and the challenges of two world wars.

BEGINNINGS

The tradition of adult education in California can be traced to the early beginnings of the state. The first recorded adult school was sponsored by the San Francisco Board of Education in 1856. Evening classes were taught in the basement of St. Mary's Cathedral. Then, as now, many adult students were immigrants. In those days most students were from Ireland, Italy, or China. Subjects taught included elementary-level academic subjects and vocational subjects, such as drafting and bookkeeping.



John Swett

By 1870 the evening adult schools in San Francisco had enrollments of more than 1,000 students and were a permanent part of the school system. John Swett, one of the first volunteer teachers and principal of the first evening school from 1868 to 1871, convinced the school district's governing board to make the school tuition-free, beginning another tradition that endured.

California miners, 1850s

The last half of the nineteenth century saw evening adult schools established in several California cities. Early records show that in 1872 classes were being held in Sacramento to teach English to Chinese adults. A few years later courses included a full range of academic subjects, bookkeeping, and even electrical science. By the 1880s Oakland and San Jose reported holding classes for immigrant adults, sometimes along with their children. Beginning with a class taught by William Mellick in 1885, evening schools in Los Angeles grew steadily. In 1898 a night school for girls was opened there. By the turn of the century, evening schools in California were well established as elementary schools and vocational schools and as centers for Americanization, as they were called at the time.

Los Angeles Polytechnic Evening High School, 1907

In the nineteenth century mandated support for secondary education in the California Constitution was inconsistent, discouraging the development of high schools of any type. The situation changed in 1902 when an amendment to the state constitution, with accompanying legislation, formed the basis of the development of a high school system in California. In 1910 a new provision to the state constitution required the Legislature to first set aside funds for the support of the public school system. The concept of free public education had come of age, and adult education was a part of it.

The establishment of evening adult high schools was tested in the courts in 1907 (*Board of Education* v. *Hyatt*, 152 Cal. 515). California Superintendent of Public Instruction Edward Hyatt had refused to grant funds to the Humboldt Evening School, established in 1896-97 by the San Francisco Board of Education. Finally, the State Supreme Court affirmed the right of an evening school to exist as a separate entity with rights to state appropriations. In 1912 a similar case (*San Francisco* v. *Hyatt*, 163 Cal. 346) upheld the four-hour minimum day for state funding of evening students.

Mary S. Gibson

During the early years of the twentieth century, community demand for adult education resulted in dramatic growth, facilitated by legislation passed during that period. Mary S. Gibson, a member of the California Commission on Immigration and Housing, had become interested in educating foreign-born women as a key step in the Americanization of their families. As a result of Mrs. Gibson's efforts, Governor Hiram Johnson signed the Home Teacher Act into law in 1915. School boards could employ teachers to instruct students in their homes on nutrition, sanitation, govern-

ment, and citizenship. Another key piece of legislation was the Part Time Education Act of 1919, which mandated that schools provide continuation education for minors and basic education classes for adults.

Efforts to mobilize the population during World War I called attention to the thousands of aliens in America who needed instruction in English. To meet this need, Ethel Richardson, later Assistant Superintendent in charge of Americanization, wrote a methodology book titled *A Discussion of Methods for Teaching English to Adult Foreigners.* Demand for adult education continued following World War I because returning veterans had increased regard for education. During the second decade of the century, evening high schools would spread to many small cities in the state, as shown by the listings in early California school directories.

ETHEL RICHARDSON, IN 1919, WAS APPOINTED ASSISTANT SUPERINTENDENT OF PUBLIC INSTRUCTION IN CHARGE OF AMERICANIZATION. ... THROUGH HER INFLUENCE LEGISLATION FAVORABLE TO ADULT EDUCATION WAS PASSED.

ROARING TWENTIES

In 1920 E. R. Snyder, California's first Commissioner of Industrial and Vocational Education, reported that 74,000 adult students throughout California were enrolled in 108 day high schools, with special day and evening classes for adults, and in 33 evening high schools. During the 1920s California's Americanization program expanded and became more professional. At the same time adult education programs progressed from serving immigrants to meeting the educational needs of all adults.

That progress is generally credited to Ethel Richardson, who, in 1919, was appointed Assistant Superintendent of Public Instruction in charge of Americanization by Will C. Wood, the Superintendent of Public Instruction. Through her influence legislation favorable to adult education was passed. A law enacted in 1921 required school boards to establish Americanization classes when 25 or more people requested them. That mandate for adult education is still a part of the California *Education Code* (Section 52540).

Classes were conducted in neighborhoods where foreign-born residents lived or worked. Sometimes classes were held in rented store buildings or community centers. Classes were scheduled at times convenient.to the students—morning, afternoon, or evening. The California tradition of education on demand—any time, any place, and any pace—had been established.

Courses for training teachers for Americanization classes were developed, a special credential was issued, and special techniques for teaching adults were recognized. The State Department of Education issued bulletins on teaching methods, and textbooks were published. California colleges, such as Mills College, Occidental College, and the University of California, Berkeley, sponsored staff development efforts.

Many Californians, most notably Leon Richardson, Director of the University of California's Extension Division, and Ethel Richardson (no relation), were participants in the growing national adult education movement. They attended meetings in 1925 and 1926, proceedings which resulted in the organization of the American Association for Adult Education.

A "State Plan for Adult Education" was presented by Ethel Richardson in 1926 during a conference at Asilomar. The plan marked a change in the official goal of adult education from policies to remove educational handicaps toward the concept of organizing resources to improve the community. As a part of the provisions in the state plan, the California Association for Adult Education was formed to promote the goals of adult education. This organization continued its activities until 1937, with offices in Los Angeles and Berkeley.

When the State Department of Education was reorganized in 1927, the Division of Adult Education was created, a move signifying the statewide importance of adult education. Mrs. Ethel (Richardson) Allen, the first chief, served until 1930. The bureaus in the division were Immigrant Education, Avocational Education, and Child Study and Parental Education (formerly known as the Bureau of Parent Education, which was first formed in 1926).

By the end of the decade, adult education in California had broadened in scope. The Americanization and vocational programs had evolved into evening high schools. Forums on current topics in government, politics, literature, and science had also become a part of adult education programs. Lectures were often accompanied by discussion groups. In rural areas agricultural evening schools had begun. Annual participation in adult classes had increased to more than a quarter of a million students.

DEPRESSION THIRTIES

When the decade of the thirties and the Great Depression began, setbacks occurred in the adult education program in California. During the early part of the decade, several statewide studies recommended that adult education programs be closed or consolidated or absorbed into the junior college system. Use of public funds for adult education "frills" was criticized. Some evening schools were closed, and programs were curtailed in others. The role of the junior college in providing adult education grew during the decade.

George C. Mann

Adult education advocates in the California Association for Adult Education and the California Teachers Association conducted surveys and published rebuttals. Their efforts, along with the strong leadership of George C. Mann, combined to silence the detractors. Mann

Breadlines, New York City, 1932

had been appointed in 1934 to succeed L. B. Travers as Chief of the Division of Adult Education.

A survey of the adult education programs in California conducted in 1931 by Lyman Bryson, Executive Director of the California Association for Adult Education, collected responses from about 30 percent of the officially reported student enrollment for the year. The survey indicated that one-third of the adult students were unemployed and three-fourths would be unable to pay tuition. The types of classes taken were (in order of size of enrollment) parent education and academic subjects, commercial courses, Americanization courses, homemaking, trade, socio-civics, and agriculture.

Also in 1931 legislation was passed that provided supplemental funds for high schools maintained for adults and, until 1945, formed the basis for regulations governing separate adult schools. A significant regulation was that the adult school principal could not have a day school assignment and had to work at least twice the number of hours during which the evening school was open, with the result that the evening schools had professional leadership. Contributing further to professionalizing adult education in the thirties was the availability to teachers of conferences, workshops, and university classes on adult education. The first state handbook on adult education was published in 1937.

Beginning in 1933 during the depression and continuing until 1942, the federal government operated a supplemental adult education program in California, serving about 175,000 students per year. Its primary purpose was to provide work for unemployed teachers. Operated by the Works Progress Administration and supervised by the State Department of Education, the program included literacy classes, vocational training, parent education, and nursery schools. Instructors were also sent to the camps of the Civilian Conservation Corps, where they organized evening high schools.

Because the federal classes were held where no adult schools had previously existed, the federal program caused the regular state program to expand. Other contributions of the federal program included pioneering methods of instruction for adults and developing teaching materials. The federal program encouraged the expansion of adult forums, in which four or more meetings were held, led by a credentialed teacher or a famous speaker.

Participation in adult education in California grew steadily during the second half of the decade, and by 1940 annual enrollment exceeded half a million people. At that time the population of the state was about eight million, a figure that included about five million adults. The attendance of one in ten adults in some type of adult education class during the 1939-40 school year shows a remarkable demand for services.

WARTIME FORTIES

With the 1940s came the specter of worldwide war. Adult education in California faced new challenges, which it met with flying colors. In 1940 the federal government requested schools to train defense workers. George Mann, still Chief of the Division of Adult Education, participated in planning the response of the California State Department of Education until he was activated to the navy in 1942. Leadership of the division was temporarily passed to E. Manfred Evans, Supervisor of Adult Education, Los Angeles Public Schools, who served until George Mann returned in 1945.

E. Manfred Evans

From 1940 to 1945 nearly one million California workers were trained in classes related to defense. Preemployment training prepared students to work in factories, farms, and offices. Civilian defense and first-aid classes were taught for the general population. Training in military services programs included such subjects as principles of flying, office skills, and truck driving and maintenance.

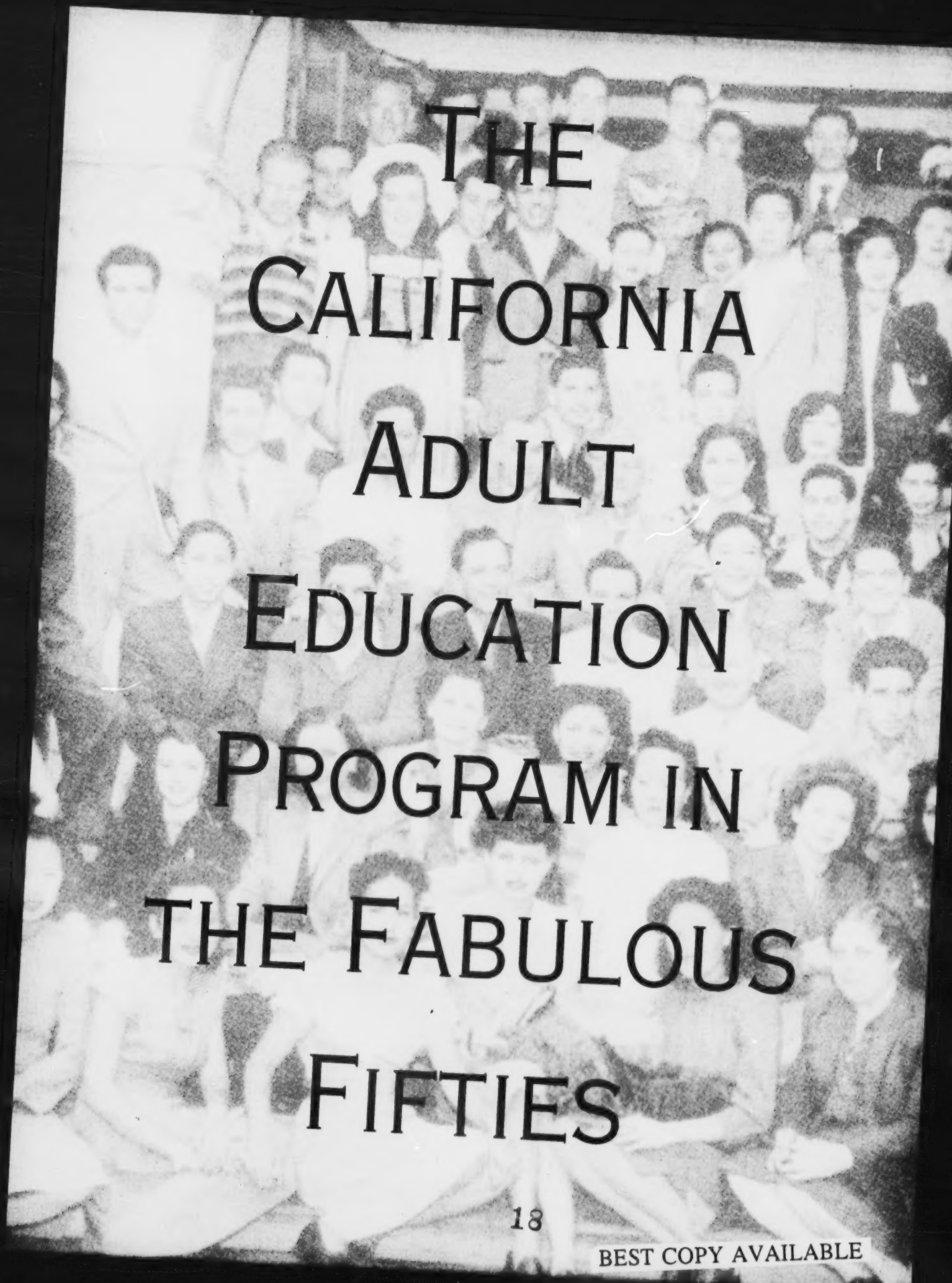
During the war years the California Council for Adult Education (CCAE) was formed. Membership included administrators, teachers, classified support staff, students, and community leaders who advocated and supported adult education. One of CCAE's early activities was maintaining a speakers' bureau. The organization has been a strong influence in developing a quality adult education program in California.

At the end of the war in 1945, the California State Department of Education was reorganized by the new Superintendent of Public Instruction, Roy E. Simpson. Adult Education became a bureau within the Division of Instruction, and George Mann returned to continue as chief.

Also in 1945 adult schools were authorized to collect fees, and *Education Code* Section 12140 required the establishment of an adult education credential (Miller 1990, 11). In response to the need of adult education teachers for in-service training courses to renew their credentials, the State Department of Education, in coordination with the University of California's Extension Division, organized a series of teacher-training institutes. The sessions were offered on Friday afternoons and Saturday mornings at various locations around the state.

Women riveters, World War II

During the postwar period California experienced a startling growth in population. Adult education saw a corresponding emphasis on parent education, and interest in homemaking education increased. The Americanization program was modified to meet the needs of persons displaced by the war and newly arrived in the United States. Citizenship education began to emphasize intercultural understanding. Participation in adult education continued to grow, and by the close of the decade, annual enrollment was more than 800,000 students.



THE CALIFORNIA ADULT EDUCATION PROGRAM IN THE FABULOUS FIFTIES

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Americanization class

THE CALIFORNIA ADULT EDUCATION PROGRAM IN THE FABULOUS FIFTIES

ADULT EDUCATION PROGRAMS WERE RUN BY SECONDARY SCHOOL DISTRICTS UNDER THE SUPERVISION OF THE BUREAU OF ADULT EDUCATION, STATE DEPARTMENT OF EDUCATION. ANNUAL ENROLLMENT IN CLASSES FOR ADULTS DURING THE FIFTIES GREW STEADILY TO MORE THAN ONE MILLION.

During the 1950s adult education in California grew in proportion to the astounding growth of the population. Adult education programs were found in both secondary school districts and junior college districts, and classes were offered days, evenings, and weekends. Adult education was funded from a combination of local property taxes and state apportionment based on attendance. The types of classes offered had expanded far beyond high school, English, and citizenship courses to include a broad range of human knowledge.

ADULT EDUCATION GOVERNANCE IN THE FIFTIES

California experienced a population explosion during the fifties, with a corresponding growth in all levels of public education. The accompanying demand for adult education increased at even greater rates (State Advisory Committee 1961, 1).

By the 1955-56 school year, adult education programs existed in 358, or 80 percent, of the secondary school districts in California (Mann et al. 1957, 49), and in 1957-58 the number of districts offering adult education had increased to 380 (State Advisory Committee 1961, 6). Annual

enrollment in classes for adults during the fifties grew steadily to more than one million (Mann et al. 1957, 33; State Advisory Committee 1961, 6).

During the fifties California secondary school districts could be unified school districts, high school districts, or junior college districts. Junior colleges could be a part of a unified school district or high school district or a separate junior college district. Adult education programs were run by secondary school districts under the supervision of the Bureau of Adult Education, State Department of Education. Several types of local organization of adult programs were common.

Separate "evening" high schools in the fifties were not strictly night schools. Classes could be offered at any hour of the day or night and on Saturdays. These schools were specifically for adults, with a separate administration and a counseling program. Courses were taught in certain designated areas, or a vocational curriculum was offered with related English, mathematics, and science courses. Smaller schools had principals, and larger schools typically had several principals and a director responsible to the district superintendent.

Separate "evening" junior colleges were organized in the same way as were the evening high schools. Two-year evening colleges were restricted to giving credit for junior college subjects. Four-year evening colleges could give credit for subjects in both junior colleges and high schools. In the fifties a new type of organization developed—the adult education division within the junior college. The administrator of the program might be called the director of adult education, the dean of an adult education division, or vice-president for adult education.

Farmers class

In the rural areas of California, the demand for adult education often did not justify having a separate adult school in conjunction with either a day high school or a junior college. Although a full range of courses could not be maintained, some classes designated for adults were usually offered, and the same regulations and procedures for attendance accounting applied.

The State Department of Education had several responsibilities to school districts offering adult education. To meet those needs, the Bureau of Adult Education was staffed by a chief and three consultants. For administrators of programs, information on the *Education Code* and regulations for new and exemplary practices in adult education was provided through publications and meetings. In-service training activities for teachers were organized, and handbooks on methods and materials were compiled. A library in the bureau loaned research reports, course outlines, and bibliographies. Leadership was provided to develop standards, evaluate programs, and identify improvements needed.

On November 30, 1956, George Mann retired from his position as Chief of the Bureau of Adult Education after 22 years of distinguished ser-

Americanization students in their native costumes

vice (CCAE January 1957, 1). Dr. Mann was replaced by Stanley E. Sworder, who had been with the bureau as a consultant since 1948 (CCAE October 1957, 1).

In February, 1954, the State Advisory Committee on Adult Education was reactivated to coordinate more effectively the various segments of public education delivering services to adults. A product of the committee was a document titled "Guiding Principles for Adult Education in California Publicly Supported Institutions," which functioned as the policy framework for coordination among the segments (State Advisory Committee 1961, 1, 37–39).

According to "Guiding Principles," the following responsibilities were given to both junior colleges and high school adult education programs: supplemental and cultural classes, short-term vocational and occupational training, citizenship, English language, homemaking, parent education, civic affairs, gerontology, civil defense, and driver education. Additional responsibilities of the evening high schools and adult education divisions were programs leading to diplomas of graduation at elementary school and high school levels. Additional responsibilities of the junior colleges were lower division courses in liberal arts and preprofessional training for those students planning to continue their college education. Junior colleges could provide work leading to high school graduation if requested by the local high school administration.

ADULT EDUCATION FINANCE IN THE FIFTIES

Stanley E. Sworder

In the fifties there were two principal sources of financial support for adult education in California—state funds and school district funds. Federal support was confined to certain vocational education classes. Tuition could be charged in classes in which other than elementary subjects, English for the foreign born, and citizenship were taught. Federal support and tuition were negligible.

State support, or apportionment, was determined on the basis of average daily attendance (a.d.a.). Apportionment could be collected only for students in classes with an educational purpose, not for students in classes for recreation or entertainment. Attendance was computed on the basis of three hours being equal to one day of attendance. Therefore, the total number of hours of student attendance in all classes divided by three equaled the total number of days of attendance. The number of units of a.d.a. could be computed by dividing the number of days of attendance by 175. Since one unit of a.d.a. was equal to 525 hours (3 hours x 175 days) of attendance, one could also compute units of a.d.a. by dividing the total number of student hours by 525 (Mann et al. 1957, 53–54). The calcula-

tion of units of a.d.a. for purposes of apportionment is the same today. To arrive at the state apportionment total, the units of a.d.a. are multiplied by the dollar per unit apportionment. In the fifties state support of adult education amounted to about 45 percent of the local budget (State Advisory Committee 1961, 25).

In the forties junior colleges and, later, adult schools had been authorized to collect fees for classes. State support for adult classes offered in either segment was about the same from 1947 to 1953. In 1953, in an effort to control growth, legislation was passed curtailing financial support for adult education. Classes for *defined adults,* or students twenty-one years or older enrolled for fewer than ten class hours per week, were supported at a lower rate than were classes for minors or other students not defined as adults. The result was that classes in adult schools received a lower rate of support than did the same classes offered in junior colleges. Junior college growth was again accelerated because programs grow when more funds become available, and by 1955 there were 52 junior colleges throughout California serving 210,000 students (Bureau of Adult Education 1957, 33; Dawson 1990, 7; Dawson 1991, 3-3).

Local support for adult education became the major source of funds for adult education in the fifties, averaging 55 percent (State Advisory Committee 1961, 25). Districts with low assessed property evaluation carried a lower percentage of the cost of their adult education programs than did wealthy districts (Mann et al. 1957, 54).

ADULT EDUCATION PROGRAMS IN THE FIFTIES

The focus of adult education in the fifties was the local community, which had "the responsibility for planning, establishing, and maintaining a program" to "further the general welfare of the community" (Mann et al. 1957, 58). The range of classes that could be offered was as great as "the range of human learning" (77).

The following were the designated areas for adult education courses in the fifties. The separate adult school with a general program would offer courses in at least six of these curriculum areas:

Agriculture
Arts and crafts
Business education
Engineering and technological subjects
Health and physical education
Homemaking education
Language and speech arts
Mathematics
Music
Science
Sociocivic education, including citizenship
Trade and industrial arts

Adult high school graduation

During the fifties a marked increase occurred in the number of individuals earning high school diplomas through adult education. For example, in 1955 high school diplomas were issued to 7,712 students in California through adult education programs (Mann et al. 1957, 55).

Also during the fifties interest in issues concerning older adults was increasing. In response to a conference in 1951 on the problems of aging, the adult education community developed classes for retired persons and for aged persons. Courses included health education, foods, financial management, psychology of aging, crafts, and other creative activities (Ibid., 77).

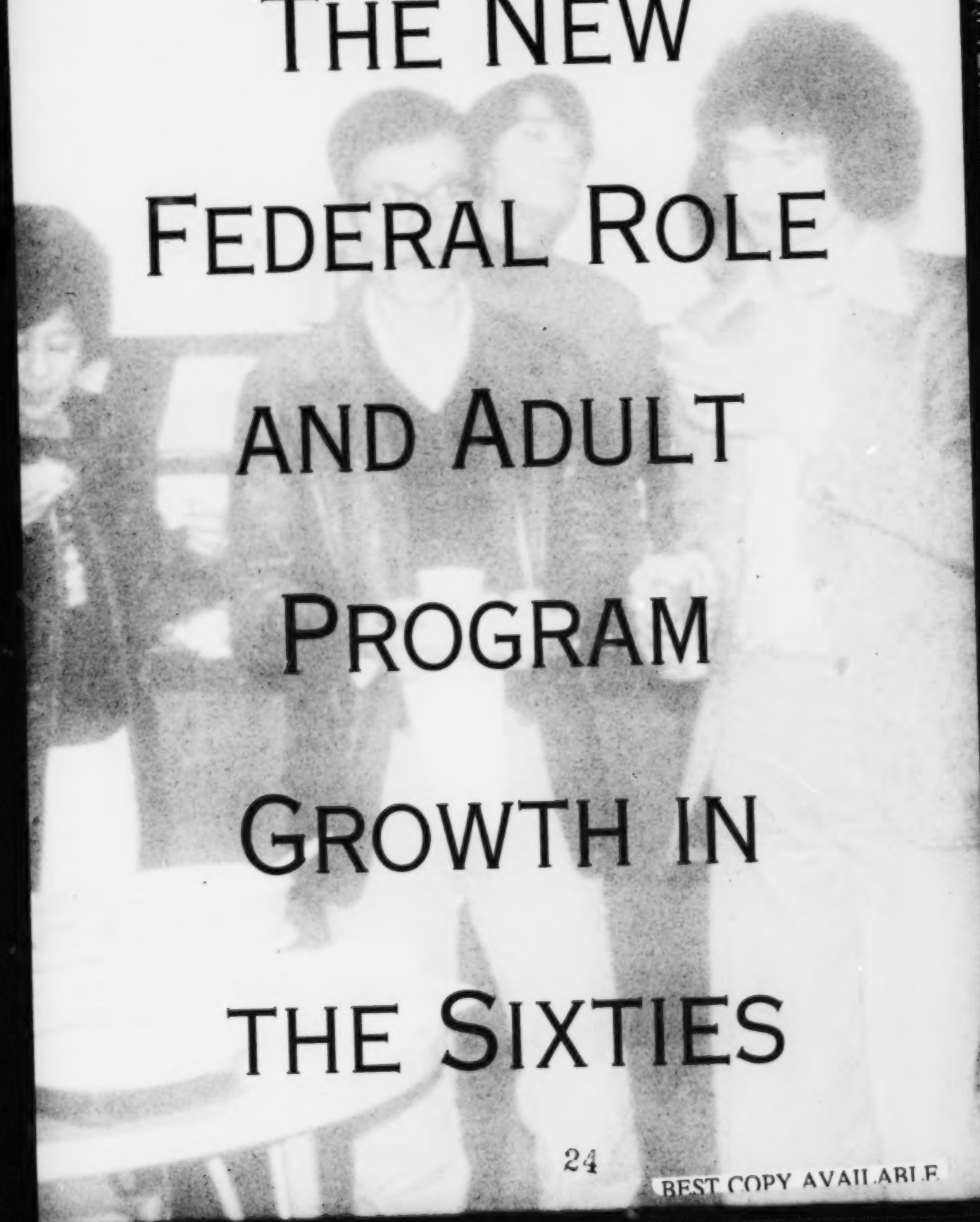
Business class

Programs in parent education grew during the fifties, supported from 1954 and continuing through the early sixties by annual leadership-training workshops for both professional and lay parent educators. The conferences lasted ten days, and the location alternated between Davis and Santa Barbara. In Santa Barbara conferences were held in conjunction with the Santa Barbara Workshops in Adult Education. The workshop programs included information of importance to parents and the principles of group dynamics and community action programming (Babitz, 1960, 1961, 1962).

Lecture series and forum series continued to be popular formats. Lecture topics varied widely and might feature family living, leadership training, agriculture, business, travel, or literature. Forum series dealt with public issues and might include foreign affairs, current events, sociology, or economics. The forums included at least four sessions on a given topic (Mann et al. 1957, 79).

During the fifties the curriculum areas that grew most in adult enrollment were academic subjects, citizenship, English for the foreign born, business education, trade and industrial arts, parent education, fine arts, and music, in that order (Ibid.).

THE NEW FEDERAL ROLE AND ADULT PROGRAM GROWTH IN THE SIXTIES



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ESL graduation party

THE NEW FEDERAL ROLE AND ADULT PROGRAM GROWTH IN THE SIXTIES

THE GOAL OF THE FEDERAL ADULT EDUCATION LEGISLATION WAS TO REMEDY THE INEQUITIES OF EDUCATIONAL DISADVANTAGES OF MILLIONS OF ADULTS BY ADDRESSING THE NEEDS OF THOSE FOR WHOM THE CIVIL RIGHTS ACT OF 1964 COULD NOT REMOVE BARRIERS TO THE LABOR MARKET.

The sixties were characterized by a greatly enlarged federal role in adult education. Federal legislation resulted in new sources of funds for adult basic education and vocational education programs and the corresponding growth of those programs. Also during this period the California Master Plan for Higher Education was enacted, and the governance of the junior (community) colleges was moved from the State Department of Education to the new Board of Governors of the California Junior Colleges. The availability of funds and relatively few restrictions on operations made the sixties a golden age of expansion and innovation in adult education.

FEDERAL ADULT BASIC EDUCATION INITIATIVES

During the sixties the federal role in adult education leadership expanded because a heightened national consciousness had emerged concerning the need to improve the economic conditions of disadvantaged persons. This change in federal policy needs to be understood in the context of the Kennedy and Johnson eras as a part of the antipoverty program and the civil rights movement.

Adult illiteracy was identified by President John F. Kennedy, in his speech on education in 1962, as a tragedy passed from generation to generation and linked with dependence (Rose 1991, 11). Although the first bills for categorical federal support of adult basic education (ABE) were introduced in that year, their passage was blocked by concerns about the states' rights to control education and about conflicts with new federal programs providing basic education in vocational or workplace contexts (Rose 1992, 22). For two years the National Association for Public School Adult Education (NAPSAE) and the National Education Association (NEA) led lobbying efforts, until Title II B of the Economic Opportunity Act of 1964 was finally passed (Rose 1991, 12–14; Rose 1992, 21–22).

John F. Kennedy

The goal of the federal adult education legislation was to remedy the inequities of educational disadvantages of millions of adults by addressing the needs of those for whom the Civil Rights Act of 1964 could not remove barriers to the labor market (National Advisory Council 1980, 9–10). The target group of Title II B was rather narrow—"persons 18 years old and older whose inability to read or write the English language constitutes a substantial impairment of their ability to obtain or retain employment." Each state was required to have a plan for administration of the program by the state educational agency. Funds could be used by local educational agencies for direct instruction, for pilot projects in program improvement or development of materials, and for staff development. State educational agencies could use the funds to develop technical and supervisory services (National Advisory Council 1980, 11–12).

Lyndon B. Johnson

In response to the federal legislation, the Department of Education developed the "1964–66 California Plan for Adult Basic Education." Federal funds were allocated to the states on the basis of census information. The 1960 census figures indicated the tremendous need in California to address educational skills. Functional illiterates made up approximately 14 percent of California's population over the age of twenty-five years. More than 1.3 million adults had completed less than eight years of education (Bureau of Adult Education 1967, *California Plan*, 1).

When the Economic Opportunity Act came up for renewal in 1966 with several other antipoverty programs, all the states had begun basic adult education programs, submitted plans, and received funds. Federal support for continuation of those programs was ensured by the revised Adult Education Act, which was passed as Title III of the 1966 Amendments to the Elementary and Secondary Education Act of 1965. Modifications included transferring the program to the supervision of the U.S. Office of Education, broadening the purpose of the Act, and deemphasizing the vocational focus. Special projects and staff development were stressed. Significantly, although the federal government would pay up to 90 percent of the costs for establishing or expanding programs,

the states were required to maintain their previous levels of funding (Rose 1991, 14–16).

California's revised state plan of 1967 was divided into two parts. The first part provided funds to improve local ABE instruction. Training of personnel, student recruitment procedures, instructional materials, and program administration were targeted areas. The second part provided funds for demonstration and pilot projects to evaluate materials, equipment, and methods of teacher training (Bureau of Adult Education 1967, *California Plan*, 1).

The organization chart submitted with the plan showed that the Assistant Chief of the Bureau of Adult Education was designated as the State Director of Adult Basic Education. Roy W. Steeves, the first California State Director of Adult Basic Education, was supported by a staff of consultants, whose positions were established with federal funds (Bureau of Adult Education 1967, *Adult Basic Education*, 2).

The California plan identified criteria that local programs should observe to achieve the plan's objectives. The program was designed to include instruction at the elementary level (grades one through eight) in mathematics, reading, writing, listening, and speaking. The context of instruction was to be citizenship, civic education (federal, state, and local), health, consumer knowledge, home and family living, and human relations (Ibid., Addendum B, 1). Discrimination on the basis of race, color, or national origin was not permitted, and low-income areas were to be targeted with classes.

Adult basic education class

A local educational agency (LEA) could apply to the state for funds for an ABE program. If a program had been approved for funding, the LEA had to operate it within the federal guidelines; allow the state to evaluate it; and submit the required reports on enrollment, attendance, achievement, curriculum, materials, and staff competence (Bureau of Adult Education 1967, *Adult Basic Education*, 10–11). Some LEAs were not willing to submit to state controls on their operations and did not apply for ABE funds (Attebery interview 1992, 9–10).

The infusion of federal money into the ABE program in California coincided with the state's significant growth in population. This combination of increased funding and greater need shifted the emphasis toward adult education programs to benefit people who were educationally and economically disadvantaged. The goal was to give those adults access to the American dream while strengthening the entire society as disadvantaged people became full partners. California has consistently had the largest state-administered federal ABE program.

Comparisons of enrollments show the dramatic increase in growth. During the 1961-62 school year, 8.85 percent (60,391) of the students in California's adult education program were enrolled in ABE and English classes (Bureau of Adult Education 1962, 2). By 1965-66 the percentage had grown, with 10 percent (more than 73,000 students) enrolled, one-third of whom were in the federal program (Bureau of Adult Education 1967, *California Plan*, 1). By 1971 enrollment had increased to 11.22 percent, and the number of students had exploded to 138,294 (Smith 1972, 2).

In some cases special populations were targeted. In 1968 a series of workshops was cosponsored by the California State Department of Education and the U.S. Office of Education (through the Southwestern Cooperative Educational Laboratory). Participants at the workshops studied the educational needs of mobile (migrant) non-English-speaking adults, specifically Mexican-American adults. Recommendations to meet their needs included using bilingual staff, developing and disseminating appropriate learning materials, selecting instructors with cultural sensitivity, valuing the students' cultural attitudes while developing students' skills for success within the dominant culture, and involving the students in planning instruction (Bureau of Adult Education, 1969).

With the influx of federal funds, staffing for the Bureau of Adult Education increased, and support for the improvement of instructional methodology became more active. The growth in programs created a need for more in-service training for teachers. Panels of experts were convened under the direction of the bureau, and teachers' handbooks for the part of ABE now called English as a second language (ESL) were produced (Steeves 1966, 1969). The term *Americanization-literacy*, the historic title for these courses, was relegated to parentheses in the new titles but did not disappear entirely until the middle seventies. California ESL teachers in the sixties were urged to treat their students with dignity and were exposed to modern teaching methods (pattern practice and the audio-lingual approach). These methods were to help teachers effectively and efficiently teach the English language to persons with limited skills in English who were seeking social acceptance, equality, and full employment (Steeves 1966, 1).

FEDERAL INITIATIVES PASSED DURING THE SIXTIES ALSO SPURRED THE GROWTH OF ADULT VOCATIONAL EDUCATION IN CALIFORNIA.

GROWTH OF VOCATIONAL EDUCATION

Federal initiatives passed during the sixties also spurred the growth of adult vocational education in California, where enrollments in vocational education doubled in all segments, from just under a half million students to nearly one million. The number of occupations served by vocational education quadrupled (Smith 1979, 45, 49).

Three significant federal vocational education training initiatives were enacted into law during the sixties: the Manpower Development and Training Act of 1962, the Vocational Education Act of 1963, and the Work Incentive Program. These initiatives were characterized by a "wonderful simplicity," leading to the development of programs and the delivery of corresponding services to persons needing training for employment. The initiatives also began a tradition of interagency cooperation between adult education and governmental agencies with responsibilities for manpower programs (Johnson interview 1993, 56–57). California was a prime example. Legislation in California further extended vocational training opportunities by enabling the development of regional occupational centers and regional occupational programs.

THE MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962

The first of the federal acts, the Manpower Development and Training Act (MDTA) of 1962, provided federal funds to train unemployed low-skilled workers. Programs in basic education and prevocational education as well as in vocational training were authorized. In California MDTA was jointly administered by the State Employment Agency and the State Department of Education's Vocational Education Section. Contracts were issued to public and private educational agencies. Thousands of individuals received training funded through MDTA during its 12-year existence (Attebery interview 1992, 1–5; Bureau of Adult Education 1966, 28; Dawson 1991, 3-4; Smith 1979, 46).

One component of MDTA was manpower English as a second language, or MESL. The Area Manpower Institute for the Development of Staff (AMIDS) organized task forces for program improvement. Products of the task forces were position papers on creative methodology for combining ESL and vocational training to meet the need for manpower (Robles 1971).

MDTA programs shifted the focus of vocational training in California. Programs targeting hard-core disadvantaged adults were developed. In addition, evening and part-time programs were reshaped to provide around-the-clock instruction, a model that would endure in future years (Johnson interview 1993, 55–57; Smith 1979, 46).

THE VOCATIONAL EDUCATION ACT OF 1963

The second significant federal vocational training act passed during the 1960s was the Vocational Education Act (VEA) of 1963, also known later as the Carl Perkins Act. This legislation signaled a federal involvement in vocational education, a role that has continued into the nineties. The 1963 Act focused on vocational training and retraining for high school

youths, adults who needed to complete their formal education or to upgrade their skills or learn new ones, and people with special educational handicaps (Smith 1979, 48). Significant funding was directed toward the maintenance, extension, and improvement of existing vocational education programs and the development of new ones ($225 million was allocated to California in 1967 alone). VEA funds could be spent on instruction, facilities, teacher training and supervision, evaluation of programs, development of materials, and state administration (Bureau of Adult Education 1966, 32; Dawson 1991, 3-4).

In response to the VEA legislation, California adopted its first state plan for vocational education in 1964. Districts determined their local priorities for training and submitted proposals to the state. Prior restrictions that training must be of "less than college grade" (originating with the Smith-Hughes Act of 1917) had been removed, and the expansion of vocational training was limited only by the ingenuity of the vocational educators (Johnson interview 1993, 54–55; Smith 1979, 48–49; Zimmerman interview 1992, 29–32).

The Vocational Education Act has progressed through numerous revisions and continues to be significant legislation in the nineties. The revisions of 1968 bolstered the emphasis on vocational education for persons with handicaps by allocating a "set-aside" of 25 percent of funds for those persons with physical, socioeconomic, or academic handicaps, thus beginning a new tradition in federal funding. The new Act also required that at least 15 percent of the funds be used for adults who had left school without graduating or who had completed high school. The regulation presented no problem for California, which traditionally allocated 50 percent of federal vocational education funds for adults through the adult education and community college segments (Smith 1979, 51).

Vocational education class

THE WORK INCENTIVE PROGRAM

The third significant federal vocational training legislation passed during the 1960s was the Work Incentive Program. Employability training for adults receiving federal Aid to Families with Dependent Children (AFDC) was established under Public Law 90-248, Social Security Amendments of 1967, called the Work Incentive Program (WIN). In California the public school portion of the program was administered by the Department of Education. Program components were enrollee evaluation and testing, development of an employability plan, referral to public or private educational agencies for training, and assistance to find and retain employment (Smith 1972, 15–16).

Regional Occupational Centers and Regional Occupational Programs

The development of the Regional Occupational Centers (ROCs) and Regional Occupational Programs (ROPs) in California was an outgrowth of federal encouragement to develop vocational training to solve the problems of unemployment. State legislation passed in 1965 enabled school districts or counties to form ROCs and receive apportionment for students attending part-time vocational classes. Start-up of the new centers was encouraged by a permissive (optional) tax of 15 cents per $100 of assessed valuation for operation and construction of the centers (Smith 1979, 55). Because ROCs were not practical in rural areas, new legislation passed in 1968 permitted the development of ROPs, which could offer vocational training at multiple sites, not just at one center. Governance was provided by school district governing boards (Dawson 1991, 3-4).

Twenty-four ROPs/ROCs were operational by 1970, and 28,000 youths and adults were being served. The typical multidistrict ROP enrolled students in their junior or senior year of high school or adults. The programs offered either advanced training related to basic courses taught in the home school or specialized programs that a single high school could not feasibly provide. The classes did not duplicate, supplant, or replace those in the home school. The positive results of opportunities for students in ROPs/ROCs were expanded options for occupational training and increased flexibility and responsiveness to the changing job market (Smith 1979, 55).

Separation of Community Colleges

During the sixties the governance of community or junior colleges underwent changes that affected their adult education programs. Historically, the colleges had been a part of the public unified or high school districts. In the fifties adult education in the junior colleges had grown, encouraged by the higher rate of state reimbursement for adult classes offered in the college setting. During most of the sixties, the Bureau of Adult Education continued to supervise classes for *defined adults* offered in the community colleges. Courses were approved by the bureau, and enrollment and attendance were reported through the Department of Education. The same administrative regulations applied. From 1957 through 1967 a Bureau of Junior College Education was a part of the Department of Education's Division of Higher Education, and the Department of Vocational Education provided significant support (Smith 1979, 56).

IN 1960 THE DONOHOE ACT . . . RECOGNIZED THE JUNIOR COLLEGES AS THE THIRD SEGMENT (WITH STATE UNIVERSITIES AND STATE COLLEGES) OF POSTSECONDARY EDUCATION IN THE STATE.

In 1960 the Donohoe Act implemented the California Master Plan for Higher Education, which recognized the junior colleges as the third segment (with state universities and state colleges) of postsecondary education in the state. Included in the plan was the mandate that all new junior col-

leges were to be independent of unified school districts or high school districts (Dawson 1991, 3-3).

In 1967 the Stiern Act created a state coordinating agency called the Board of Governors of the California Junior Colleges. The State Department of Education was no longer responsible for governance of the junior colleges, which, by 1970, were called community colleges (Smith 1967, 56). In 1967 there were 66 college districts and an enrollment of 610,000 students (Dawson 1991, 3-3). The change in governance is dramatized by comparing the contents of the 1966 *Handbook on Adult Education in California* with the 1972 revision, in which no mention of community colleges can be found.

AFTER THE SEPARATION OF THE JUNIOR COLLEGES, A DIALOGUE INTENSIFIED IN MANY COMMUNITIES OVER THE APPROPRIATE SEGMENT TO MANAGE ADULT EDUCATION CLASSES.

After the separation of the junior colleges, a dialogue intensified in many communities over the appropriate segment to manage adult education classes. In some communities, including San Diego, San Francisco, and Santa Barbara, the school districts gave up their rights to the program, and the colleges became the sole providers of adult education. The rationale was that the students were adults, not children, and the most appropriate setting for classes was the college rather than the high school. In contrast, the rationale for retaining adult education with the high school and unified school districts was that instruction was below college level and that programs should remain as close to the community as possible. Part of the competition for adult education was financial because adult education programs could be run cost effectively and were an asset to a district's fiscal operation. Junior colleges responsible for adult education typically had two divisions—the college division and the adult and continuing education division (Bradshaw interview 1992, 12–18; Dyer interview 1992, 1–7; Johnson interview 1993, 68–72).

A problem resulting from the separation in governance between adult education programs offered in high schools and those offered in community colleges was how to meet the requirement that only one state board could be responsible for the federally supported vocational education program. The solution was to create a Joint Committee on Vocational Education composed of three designees of the State Board of Education and three designees of the Board of Governors of California Community Colleges. The State Board of Education retained statutory responsibilities for policy and accountability, and each board had responsibility for operations within its jurisdiction. This model became a prototype for other states facing jurisdictional problems in complying with federal funding guidelines (Smith 1979, 56). The problem of how to administer federal adult education funds was solved differently, with the Department of Education maintaining jurisdiction over those funds allocated to noncredit programs in community colleges.

ADULT EDUCATION FUNDS IN THE SIXTIES

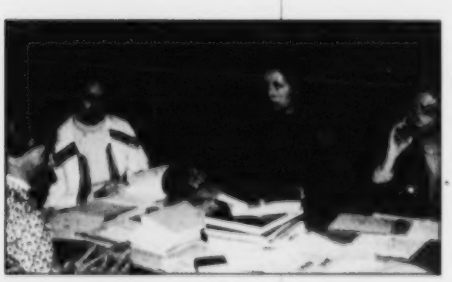
As discussed previously, federal funds for certain categories of adult education programs—especially basic education for the educationally disadvantaged, English as a second language for immigrants, and vocational training for the unemployed—increased dramatically during the sixties. However, the major sources of funds for adult education continued to be local and county taxes and state apportionments.

In 1968 school districts were authorized to impose a special tax not to exceed ten cents to meet the current expenses of adult education classes. The tax could be supplemented by a variety of fees for tuition, incidental expenses, sale of materials, and nonresident tuition (Smith 1972, 44). The tax was optional, and some districts used only part of it or did not impose it at all (Clark 1993).

State apportionment continued to be calculated in much the same way, but new definitions and regulations were added by statute to the categories of adult students. *Defined adults* were persons twenty-one years of age and over and enrolled in fewer than ten periods of not less than 40 minutes each per week (*Education Code* Section 5756). *Nondefined adults* were minors and other adults not defined, that is, persons enrolled in ten class periods or more. The apportionment for nondefined adults was significantly higher than that for defined adults (Smith 1972, 46–47). This differential in reimbursement led to shifts in the program to maximize funds (Division of Continuing Education 1981, 2).

CHARACTERISTICS OF ADULT EDUCATION IN THE SIXTIES

The rapid progress, profound change, and excitement in adult education that occurred in California during the sixties may never be matched in future decades (Smith 1979, 45). During these "golden years" funds were available, and administrators were comparatively free of restrictions when evaluating the needs of their communities and establishing new and innovative programs to meet those needs (Zimmerman interview 1992, 2–3).

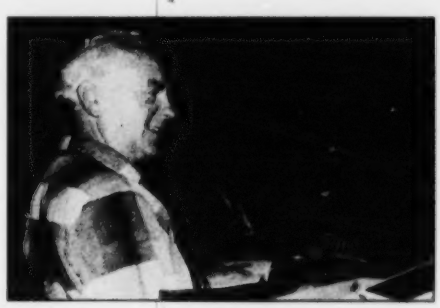


Discussion group

The growth of adult education was a part of the idealism of the sixties. Meeting the needs of adults for both basic education and vocational training was considered a positive approach to alleviating unemployment and poverty (Price 1985, 4). The 1966 *Handbook on Adult Education in California* states that "the major goal of programs in adult education is to provide opportunities for participants to become proficient in meeting their responsibilities to themselves, their families, and their communities" (Bureau of Adult Education 1966, 4).

During the sixties the categories of programs offered in adult education included elementary subjects (changed to adult basic education [ABE], including English as a second language late in the decade); English and speech arts; foreign languages; mathematics; sciences; social sciences; Americanization (earlier including English for the foreign born and later meaning citizenship); business education; fine arts and music; homemaking; parent education; industrial education and agriculture; civic education; crafts and decorative arts; health and physical education; and forum and lecture series (Bureau of Adult Education 1962, 2; 1966, 1–2; Smith 1972, 2).

Comparisons of enrollments in 1961, 1965, and 1970 in only the adult high school and adult school programs (omitting community college numbers) show dramatic growth in most areas. As discussed previously, enrollments in ABE and English more than doubled. In vocational subjects enrollments in business education doubled, and those in industrial education and agriculture increased more than one and one-half times. At the same time interest in crafts, both avocational and vocational, tripled, and attendance at the forums and lecture series remained strong.



Literature class

Enrollments in parent education, a strong adult education program in California since the twenties, also increased one and one-half times during this decade. As with ABE and vocational education, the direction of parent education was influenced by federal legislation, in this case being focused on the education and guidance of preschool children and their parents. The Head Start Child Development Center Program (1964) provided education and health services for disadvantaged preschool-age children and ancillary services for their families. The Compensatory Education Act (1965) provided special programs for educationally disadvantaged children. Children of migrant families received federal assistance under the Economic Opportunity Act of 1964 (Smith 1967, 8–10).

Although programming for older adults was not recognized as a special category during the sixties, 20 percent of adult schools had special programs to meet the needs of older people; and it was estimated that 10 percent of all adult students were more than sixty years old. Older adults enrolled in every type of class. Titles of special classes included Planning Your Estate, Nutrition, Mental Health, Understanding More About Cancer, Your Health, Our American Heritage, and International Affairs (Babitz 1963, 21). Impetus for the special programming came from the Governor's Council on Aging, held in Sacramento in 1960 (22).

During the sixties the need for special adult education guidance services was recognized. The Bureau of Adult Education sought the advice of experienced counselors working in California adult schools and

compiled a handbook on the development and administration of guidance services. Basic concepts of guidance and the physiological and psychological changes in adults were included. Guidelines for an effective program were given, including assessment, counseling, certification, group guidance, and the role of the teacher (DeGabriele 1961).

IN "OPEN-ENTRY, OPEN-EXIT" CLASSES, STUDENTS COULD BEGIN CLASS AT ANY TIME, ATTEND AT THEIR OWN RATE, AND COMPLETE WHEN THEY HAD MASTERED THE NECESSARY COMPETENCIES.

What characterized adult classes? In rural areas programs infused with federal money offered building construction, welding, farming, and nursing programs to a multicultural mixture of adult students (Zimmerman interview 1992, 35–37). In urban areas programs experimented with new formats called "open-entry, open-exit," in which students could begin class at any time, attend at their own rate, and complete when they had mastered the necessary competencies (Johnson interview 1993, 109–11). Vocational training was offered in "carousel" fashion, with related programs, such as typing, filing, and ten-key operation in business education, offered at different stations. Students "could get on the carousel [and] ride as many horses as they wanted to for as long as they wanted to" until they had learned a set of skills for employment. Homemaking classes, such as clothing construction, and other classes to meet the needs of new families were popular (Zimmerman interview 1992, 34–36).

In Oakland the first totally decentralized adult education program in California, the Neighborhood Centers Adult School, opened and was still operating in the nineties.

Teachers recognized the need in the academic area to develop curriculum appropriate for adults rather than use only textbooks intended for young persons. Efforts toward curriculum development were supported by the State Department of Education and commercial publishers (Attebery interview 1992, 12–15).

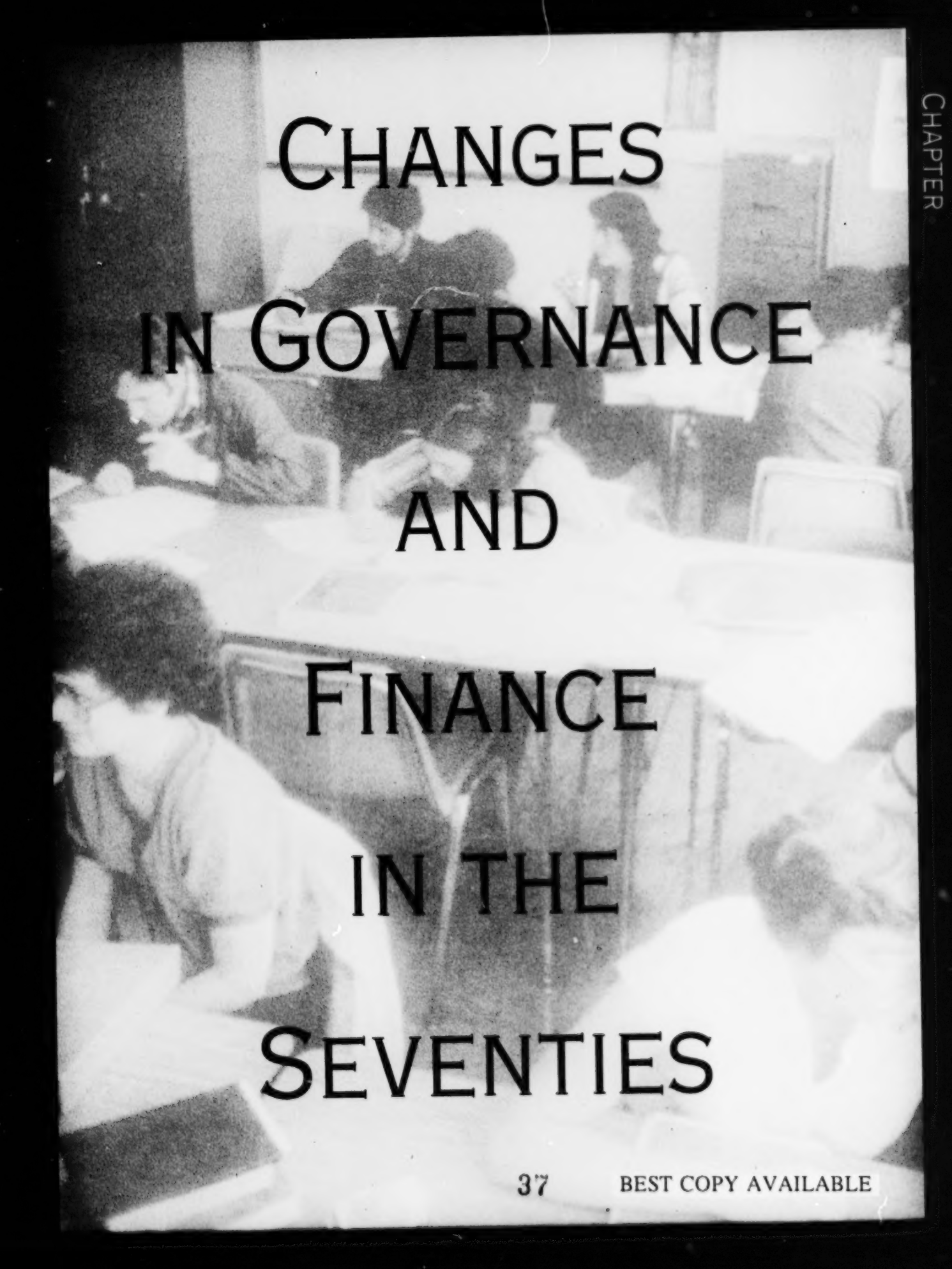
The sixties represented a transitional time for the types of classes offered in adult education. For instance, it was the end of the era when adult classes were needed in tuberculosis and polio wards of county hospitals. Also in the last stages were civil defense classes, which, during these Cold War years, still received apportionment based on a.d.a. New priorities appeared for adult education programs. Classes for incarcerated adults could be maintained by secondary school districts. The educational needs of adults with handicaps were served by adult school and workshop programs (Bureau of Adult Education 1966, 19–21).

Adult school teaching during the sixties continued to be mostly part-time work. A survey in 1960 by the Research Committee of the California Association of Adult Education Administrators revealed that the typical teacher taught one or more evenings per week and was paid by the hour. Forty-four percent who taught were full-time day teachers from another instructional level. Others came from a variety of backgrounds in business

and the community. All had appropriate state credentials for the classes they taught (Damon 1960, 3). Hourly rates ranged from $4 to $7, with larger urban programs typically paying more (Ibid., 4–6).

A survey of adult school administrators by the same group in 1967 showed contrasting data. Whether in a small adult school, a large adult school, or a community college, the adult education administrator usually held a full-time position. The salary was comparable to that of principals in the district. Administrators rarely had experience in adult education before being appointed. The administrators typically worked long hours and performed a wide range of duties. The administrator's responsibilities included supervising the faculty and office staff, providing in-service training plans, developing new courses and curricula, budgeting, and becoming involved in community organizations (Azevedo et al. 1967, 1–15).

During the sixties county offices of education often provided consultant and coordination services to the adult education programs in their areas. The County Coordinator of Adult Education might be responsible for planning conferences, providing a professional library and preview center for textbooks, evaluating instructional materials, providing coordination between junior college and adult school programs, providing information on state and federal laws and regulations, and, in coordination with the State Department of Education, disseminating information and materials and collecting data, including enrollment statistics (Babitz 1965, 13–14).



CHAPTER

CHANGES IN GOVERNANCE AND FINANCE IN THE SEVENTIES

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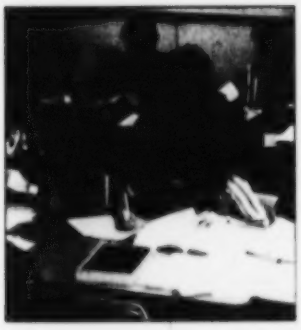

Multicultural adult education class

CHANGES IN GOVERNANCE AND FINANCE IN THE SEVENTIES

THE 1970S BROUGHT ALMOST YEARLY CHANGES IN FUNDING FORMULAS AND ENDED WITH MAJOR RESTRUCTURING OF THE PUBLIC EDUCATION SYSTEM.

B. DAWSON, *FUNDING FOR TODAY AND TOMORROW*

The seventies were characterized by frequent changes in funding formulas, the most devastating of which were those resulting from the passage of Proposition 13. During the same period public school districts and community colleges struggled to delineate their roles in the provision of adult education. The decade also brought enhanced professionalism in adult education through the leadership of the Bureau of Adult Education and the teacher and administrator organizations.

THE ROLLER COASTER OF FUNDING IN THE SEVENTIES

Changes in funding during the seventies occurred almost yearly. The uncertainty that dominated the decade seemed like a roller-coaster ride, ending with a tremendous slide after California voters passed Proposition 13, an event that completely restructured the provision of educational funds in the state.

The adult education community was proactive throughout the decade through the legislative efforts of the adult education professional organizations. In the early seventies the adult education system was able to hold on to the hard-won ten-cent permissive tax (CCAE fall 1970, 1); however, this source of funds was lost in 1973 with the passage of Senate Bill 90, through which the Legislature sought to give relief to property-tax payers.

The concept of base revenue limit (the dollar amount attached to each unit of a.d.a.) was established. Cost-of-living adjustments (COLAs), or yearly adjustments for inflation, were also introduced (Dawson 1991, 3-4; Division of Continuing Education 1981, 2). COLAs in adult education were implemented erratically, and the percentages were inconsistent with those given to the kindergarten-through-grade-twelve program. The revenue limit for *defined adult* classes was significantly lower than that for *other than defined adult* classes.

In response to Senate Bill 90, school administrators implemented income averaging—the growth of low-cost programs offset expenses for high-cost programs. Efforts continued to shift programs from *defined adult* to *other than defined adult*, a category for which reimbursement would be higher. A trend was also developing of shifting adult education resources to the general fund for kindergarten through grade twelve (Dawson 1991, 3-4; Division of Continuing Education 1981, 2).

Adult education continued to grow, depleting the state school fund and causing legislative concern. In 1975 Governor Jerry Brown placed a 5 percent growth cap on adult education while the problem was studied (Division of Continuing Education 1981, 2).

The next year Senate Bill 1641 and Assembly Bill 65 were passed. The *other than defined adult* category was eliminated, and an *adult* was defined as a person nineteen years or older not concurrently enrolled in high school. Adult education revenue limits were set up through the use of data for average state expenditures. The revenue limits of programs were gradually equalized because programs with higher than average revenue limits were not given COLAs as were programs with lower revenue limits. Provisions were made for implementing programs for concurrently enrolled high school students. The effect was to control the growth of adult education, especially in programs with start-up costs higher than those for the average state program (Dawson 1991, 3-4; Division of Continuing Education 1981, 3).

Student enrollments from 1974 to 1984

In 1978 California voters passed Proposition 13, a drastic property-tax reform initiative that immediately reduced property taxes by more than 50 percent. Those taxes no longer provided half of the funds for education or were even a significant source of revenue. The Legislature immediately responded with Assembly Bill 2190 and Senate Bill 154 (Dawson 1991, 3-5; Division of Continuing Education 1981, 3).

The effects on adult education of Proposition 13 and the resulting legislation were disastrous. A typical example was the Metropolitan Adult Education Program, a joint powers association combining the resources of

five adult schools in the San Jose area. That program lost 54 percent of its 8,000 a.d.a. in the first year after the passage of Proposition 13 (Clark 1993). The adult education revenue limits were eliminated, and money for adult education came to the districts as a part of block grants. Adult education revenues were reduced by $80 million, and districts were allowed to spend adult education money for general fund purposes. The scope of the program was reduced to seven instructional areas: elementary basic skills, secondary basic skills, adult substantially handicapped, short-term vocational education, citizenship, apprenticeship programs, and parent education, a course that was added in trailer legislation. The first year after the passage of Proposition 13, funds for adult education were reduced by $363 million, 500,000 fewer adult students were served, and 10,000 teachers were laid off (Division of Continuing Education 1981, 3; Adult Education Field Services Section 1979).

In 1979 "cleanup" legislation (AB 8) reestablished adult school revenue limits according to expenditure rates for 1977-78. Funds for adult education continued to be "capped" by the formulas for COLAs and an annual growth limit of 2.5 percent. Two program areas were reestablished: ESL and programs for older adults. Unexpended adult education revenue could still be folded into a district's general fund, but previous levels of service in mandated programs had to be maintained to avoid penalties (Dawson 1991, 3-5, 3-6; Division of Continuing Education 1981, 3).

Marilyn Matthews

As the disastrous effects of Proposition 13 and the legislation that followed became apparent, adult educators and advocates marshalled their forces to lobby the Legislature for adult education. One of the early efforts was an advocacy group called the Pro-Active Committee on Public School Adult Education, which became active under the sponsorship of the California Council for Adult Education (CCAE). The committee prepared a pamphlet titled *The Case for California Public Schools* (1979), which provided supportive data to prove that public school adult education was cost effective, needed, wanted, and endangered. CCAE also began to publish *Fingertip Facts on Public School Adult Education in California,* thereafter revised periodically.

Lee Clark

During the early eighties the Pro-Active Committee, under the leadership of CCAE President Marilyn Matthews, among others, and the Association of California School Administrators (ACSA) Adult Committee, then chaired by Lee Clark, won legislative compromises that started public school adult education in California on the road to recovery. However, adult education enrollments have never again reached the levels for 1978. It took the adult education reform legislation of 1992 to address the legacies of the late seventies; that is, inequities in the funding formulas and the freeze on the start-up of new adult education programs.

DELINEATION OF FUNCTIONS OF ADULT PROGRAMS IN SCHOOL DISTRICTS AND COMMUNITY COLLEGES

One of the major issues during the seventies was to determine the delineation of functions of adult education programs in school districts and community colleges. In the 1970-71 school year, adult education programs were offered by 183 school districts and 94 community college districts. The California State Department of Education reported 929,976 unduplicated enrollments, and the Chancellor's Office of the Community Colleges reported 532,860 (ACSA 1972, 1). During the early seventies, at the direction of the Legislature, the two segments engaged in a dialogue to accomplish a delineation of functions to avoid duplication of efforts.

Senate Bill 765 (Alquist and Rodda) mandated a delineation of functions for both agencies and set April 1, 1972, as the date by which the State Board of Education and the Chancellor's Office were to resolve the issue (CCAE September-October 1971, 1). The Adult Education Advisory Committee to the California State Board of Education studied the matter and issued a recommendation: "High school and unified school districts should be responsible for providing educational and training opportunities for all adults and out-of-school youth functioning at below thirteenth grade level, [and] Community College Districts should be responsible for [those] functioning at the thirteenth and above grade levels" (Adult Education Advisory Committee 1971, "Summary," 3).

Curriculum areas that the Adult Education Advisory Committee wanted reserved for school district adult schools were basic education, citizenship, literacy, English as a second language, high school completion, entry-level vocational education, parent and family life education, homemaking, consumer education, personal development, and community and cultural development. Community colleges would be confined to offering courses leading to an Associate in Arts degree, courses required for students to transfer to the California state colleges or the University of California, and vocational courses needed for skills at the technician level (Adult Education Advisory Committee 1971, "Summary," 3).

Eugene M. DeGabriele

Eugene M. DeGabriele, Chief, Bureau of Adult Education, presented the Department's point of view in a statement during a conference on October 5, 1971. It differed from the Advisory Committee's recommendation in recognizing the existing locations in which school districts either had given up or might give up their rights to run adult education programs. School districts other than those that had relinquished their responsibilities for providing adult education programs should provide adult basic education, ESL, and citizenship courses, courses required for a high school diploma, and vocational and occupational training and retraining

programs normally one year or less in duration and not requiring a high school diploma nor involving course content at the thirteenth or fourteenth grade level. The community colleges would provide classes "at the thirteenth and fourteenth grade level leading to an Associate in Arts degree or a vocational-technical training program of two-year duration" (Adult Education Advisory Committee 1971, "Annual Report," 55–56).

Wilson Riles

Both segments would share responsibility for general programs, such as parent education, consumer education, civic education, the arts, and the humanities. One of the main points of DeGabriele's statement was that reimbursement from state funds should be identical for identical classes offered in either segment (Ibid., 56–57).

In the fall of 1972, Senate Bill 94, the legislation for delineation of functions, was signed by the governor and took effect in March 1973 (CCAE October, 1972, 2). Area coordinating councils were established to implement the legislation. To offer noncredit instruction within a kindergarten-through-grade-twelve school district, community colleges were required to have a formal agreement on delineation of functions.

Xavier A. Del Buono

Community colleges were not prohibited, as were adult schools in 1979, from starting up new programs. But as the population expanded during the eighties, many areas of the state remained largely unserved by adult education programs because many school districts were reluctant to give up their rights to offer adult education (Dawson 1991, 3-6, 3-7). The issue of equality of state reimbursement for identical programs offered by public school districts and community colleges has never been fully resolved.

LEADERSHIP IN THE SEVENTIES

Leaders from the Bureau of Adult Education and the professional organizations continued to work to improve the quality of adult education and the professionalism of adult education teachers.

Donald A. McCune

In 1970 Stan Sworder retired from the Bureau of Adult Education after 14 years of strong leadership as chief during a period of many changes and rapid growth. His tenure reached back to that of George C. Mann. Sworder's successor was Eugene M. DeGabriele, another career adult educator, who had been both a consultant and assistant chief in the bureau. DeGabriele, who provided leadership through the fiscal and legislative uncertainties of the early seventies, retired in 1974. During his tenure the Department of Education was reorganized by Superintendent of Public Instruction Wilson Riles, and the title *Bureau* disappeared. Roy W. Steeves, who had been DeGabriele's assistant and State Director of Adult Basic Education since 1967, briefly succeeded DeGabriele as Program Administrator of Adult Education.

Steeves worked under the direction of the new Associate Superintendent of Public Instruction and Manager, Adult and Community Education, Xavier A. Del Buono. In 1975 Donald A. McCune was appointed Director of the Adult Education Field Services Division. The team of Del Buono and McCune led adult education in California through dramatic changes and a number of department reorganizations until Del Buono's retirement and McCune's untimely death in the summer of 1986.

Judson P. Bradshaw

Several professional organizations continued in the seventies to be strong advocates of adult education. The Association of California School Administrators (ACSA) was formed in 1971 with a strong adult education contingent. The California Association of Adult Education Administrators (CAAEA) disbanded. Some of the CAAEA groups affiliated with ACSA and some with the California Council for Adult Education (CCAE) (CCAE spring 1971, 2; September-October 1971, 1).

Robert Rupert

The State Department of Education continued its close association with both the Adult Education Committee of ACSA and with CCAE, the only organization to represent all participants in adult education—administrators, teachers, classified personnel, and students. A representative from the Department usually sat ex officio on both boards, and some consultants held elective or appointive offices in CCAE.

George C. Mann, who had been retired for 14 years from his long-time position as Chief of the Bureau of Adult Education, passed away in 1971. In 1972 the CCAE board voted to give annual awards to outstanding adult educators in the name of Mann, who had been one of CCAE's founders.

Raymond T. McCall

California adult educators had been active in the National Association for Public School Adult Education (NAPSAE) since its beginning in the fifties. The first president had been E. Manfred Evans (Los Angeles). Involvement of Californians was particularly strong in the seventies, when the name was changed to the National Association for Public Continuing and Adult Education (NAPCAE). In 1970 Californians made up 10 percent of the organization's membership (CCAE fall 1970, [5]), and many assumed leadership roles. Presidents from California in the seventies were Raymond T. McCall (San Jose), Jud Bradshaw (San Diego), Tom Damon (Palo Alto), and Bob Rupert (Los Angeles). In 1971 the national conference was held in Los Angeles, and in 1981 it was held in Anaheim.

Thomas F. Damon

In 1983 NAPCAE merged with the Adult Education Association of the U.S.A. to become the American Association for Adult and Continuing Education (AAACE). The national conference returned to Anaheim in 1992.

Leaders in the early seventies were concerned with professionalism and program quality. Like their predecessors, they wanted to improve both

the preservice and in-service preparation of adult education staff. In California funds from the federal Adult Education Act were used to identify exemplary programs using quality methods of recruitment, assessment, and instruction. These techniques were captured in three manuals sponsored by the Department in 1974 (developed by the ABC Adult School, Bassett Unified School District, and Garden Grove Unified School District) and later used for in-service training programs.

A new California state credential for adult education teachers, the Designated Subjects Credential, was approved in 1974. Requirements for teachers of academic subjects included a bachelor's degree with a minimum of 12 units of course work in the subject to be taught, and five years of work experience were required for teachers of vocational subjects. Four semester units of preservice or in-service training in adult education were required to earn a part-time credential, and nine semester units were required for a full-time credential. Preliminary credentials for those having all requirements except for the training in professional preparation were valid for two years (CCAE June-July 1974). This new credential did not address the continuing problem of providing training for teachers whose elementary or secondary credentials authorize but do not prepare them to teach adults.

Each year from 1975 through 1978, a series of summer institutes in adult basic education was sponsored by San Diego State University, and a master's degree program in adult education was instituted there (Huls 1978).

In 1977 the California State Department of Education activated an Adult Education Ad Hoc Advisory Committee to meet the need for an adult education planning process to give direction to adult education in the state. The process, which involved contributions from the field, produced a philosophy statement and a number of recommendations. The report of the committee was published immediately following the passage of Proposition 13.

California Adult Education

Some practices were changed because of recommendations of the Ad Hoc Advisory Committee, such as increased programming for older adults and persons with handicaps and incentives and procedures for in-service training of staff. However, the fiscal and political difficulties of that time diluted much of the committee's influence. Some thorny policy issues, such as alternatives to reimbursement for seat time to allow for creative programming and equitable funding of programs for concurrently enrolled high school students, had been concerns in previous decades and surfaced later in the adult education strategic planning process of the eighties.

An additional result of the planning process during the late seventies was the publication of a series of leadership monographs by the State Department of Education. The monographs provided the field with valuable information on subjects such as needs assessment, publicizing of programs, guidance services, parent education programs, and evaluation of student progress.

THE BIRTH OF COMPETENCY-BASED EDUCATION IN THE SEVENTIES

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Students learning consumer skills

THE BIRTH OF COMPETENCY-BASED EDUCATION IN THE SEVENTIES

THE ACCEPTANCE OF CBAE IN CALIFORNIA WAS AN OUTGROWTH OF THE NATIONAL MOVEMENT AND CONTRIBUTED TO THE WIDER ACCEPTANCE OF CBAE AS AN EDUCATIONAL FRAMEWORK RELEVANT TO THE PRACTICAL NEEDS OF ADULTS.

The national competency-based adult education movement in the seventies both influenced and was influenced by California. The State Department of Education used federal funds available under the Adult Education Act to develop field-based staff development and curriculum support projects. The life-skills-oriented curriculum was particularly well suited to the needs of the large numbers of Southeast Asian refugees who filled the ESL and ABE classes during the latter part of the decade. While adult vocational education programs grew because of generous federal support, classes in art, music, crafts, drama, foreign languages, forum, and civic education were lost because of the passage of Proposition 13 in 1978. These programs earlier had represented 50 percent of adult education enrollment.

Malcolm S. Knowles

THE COMPETENCY-BASED EDUCATION MOVEMENT

California played an integral role in the national competency-based adult education (CBAE) movement that dominated the seventies. The acceptance of CBAE in California was an outgrowth of the national movement and contributed to the wider acceptance of CBAE as an educational framework relevant to the practical needs of adults.

Underlying the CBAE movement were the concepts of *andragogy*, for which Malcolm S. Knowles, in publications and seminars during the late sixties and the seventies, was the chief American spokesperson.

Andragogy is a model of adult learning theory based on several assumptions: Adults are responsible for their own lives and are capable of self-direction. They need to understand the reason for learning something. They come to a learning situation with more experience and a different quality of experience than young people have. Adults are ready and eager to learn what is needed for them to cope with situations in real life. They are task-centered or problem-centered in their learning. Adults are motivated to learn by extrinsic factors (better jobs) and intrinsic factors (self-esteem), but their motivation can be blocked by internal problems (a negative self-concept), external problems (barriers), and instruction that is not consistent with adult learning theory (Knowles 1989, 79–85).

The CBAE efforts became a *movement* in the mid-seventies when several important projects demonstrated positive results. The New York External Diploma Program was the first to award adults diplomas solely on the basis of demonstrated competency. At the same time the Adkins Life Skills program was developing sites and training educators to assist adults to become employable through competency development. In 1975 the Adult Performance Level (APL) Project published a report on its survey of adult functional competencies. Copies of the report containing the outcomes and implications of the survey were widely disseminated by the U.S. Office of Education (Parker and Taylor 1980, i).

The APL Project, sponsored by the University of Texas at Austin, took a new approach to the definition of adult literacy. Instead of reporting adult literacy according to scores based on achievement in child-based grade levels, the project's staff proposed a three-level scale for writing and reading tasks that adults need to be able to perform to function independently. Tasks were identified in five functional competency areas—occupational knowledge, consumer economics, health, government and law, and community resources. The study indicated that 20 percent of the participating adults functioned with difficulty (*APL Survey, Final Report*, 1977; Miller 1991, 50).

John W. Tibbetts

In 1974 the first statewide CBAE conference was held in San Diego, California, under the auspices of the federal Region IX ABE Staff Development Project. The California State Department of Education cosponsored the event. Over 120 ABE administrators and teachers—primarily from California but also from Arizona, Nevada, and Hawaii—explored the possibilities of implementing CBAE (San Francisco State University and Far West Laboratory 1974; Tibbetts and Westby-Gibson 1976, *Project Summary*, 8). John Tibbetts and Dorothy Westby-Gibson of San Francisco State University chaired that first conference and two other national CBAE conferences in California in 1977 and 1979. They went on to present papers at other national conferences, reporting CBAE research and development efforts (Parker and Taylor 1980, iv; Tibbetts and Westby-

Dorothy Westby-Gibson

Gibson 1980, 49; Kasworm and Lyle 1978; USOE 1978; Leahy 1991, 28–29).

A curriculum that included ABE lesson plans based on APL guidelines was developed in Hawaii and disseminated in California under the sponsorship of the Far West Laboratory for Educational Research and Development (Far West Laboratory 1975). Concurrently, California adult school staff developed curriculum for local use.

The California Adult Competency Survey, also known as the NOMOS project, was completed in 1977. The NOMOS project was a replication of the APL survey. The state-level study confirmed the findings of the national study: In California, as well as in the nation, one out of five adults lacked basic skill competencies (McCune 1979).

The dialogue on CBAE was evident during professional conferences at the national (AEA/NAPCAE) and regional levels; the agendas for those conferences included many workshops on the topic (Parker and Taylor 1980, ii). The 1978 amendments to the federal Adult Education Act clearly revealed the influence of the dialogue. The purpose of the Act was redefined as ensuring "that all adults acquire basic skills necessary to function in society." A competency-based approach to assessment and programming was adopted at the federal level. Adult functional competencies were identified as alternatives to school-based measures of literacy (Division of Adult Education and Literacy 1991, [2]).

Federally Funded State Projects

The California State Department of Education's Adult Education Field Services Unit increasingly encouraged the development of CBAE by funding new projects with the monies provided through sections 309 and 310 of the Adult Education Act. The process to improve the delivery of adult education in California featured building a field-based model. Involvement and recommendations from the field became integral parts of CBAE staff development, curriculum support, and assessment projects.

The following are examples of staff development projects:

- The California Adult Competency Education (CACE) project was an outgrowth of the 1974 Region IX ABE Staff Development Project (Tibbetts and Westby-Gibson 1976, *Project Summary,* 8–9). CACE provided staff development in CBAE for teachers, counselors, and administrators from 1976 through 1980. The project developed an implementation guide entitled *CBAE: Process Model.*
- The California Competency (CALCOMP) project designed and field-tested a process model for a competency-based high school diploma. Seven field-test sites were designated throughout the state: Clovis Adult School, Hacienda La Puente Unified School District, Los

Angeles Unified School District, Montebello Unified School District, Salinas Adult School, San Diego Community College, and San Francisco Community College.

- The Watts ABE Outreach Program (1975–79), Los Angeles Unified School District, piloted innovative methods of recruiting and retaining native-speaking adult basic education students.

Three CBAE curriculum projects were developed, field-tested by the state, and later commercially distributed:

- Project CLASS (competency-based live-ability skills), contracted by Clovis Adult School, developed ABE and ESL modules to teach reading, writing, and computation concurrently with life-skill topics. Materials developed for the project were later marketed under the title *LifeSchool*.
- ICB-VESL (integrated competency-based vocational English as a second language) was sponsored by the Chinatown Resources and Development Center in San Francisco. The curriculum combined CBAE with bilingual vocational ESL and included cultural notes translated into four languages. Materials developed from ICB-VESL were published under the title *English That Works*.
- The Competency-Based Adult Diploma Project at Los Angeles Unified School District developed the Los Angeles Competency-based Achievement Packets (LA CAPs), which integrated life-skill competencies with the required and elective units needed for a high school diploma. The commercial version of the packets was also called *Competency Achievement Packet*, or *CAP*.

From 1976 through 1980 the Information, Collection, and Dissemination Service (ICDS) developed repositories of competency-based resources and curriculum materials in five county offices of education. ICDS was sponsored by the San Diego Community College District.

ICDS

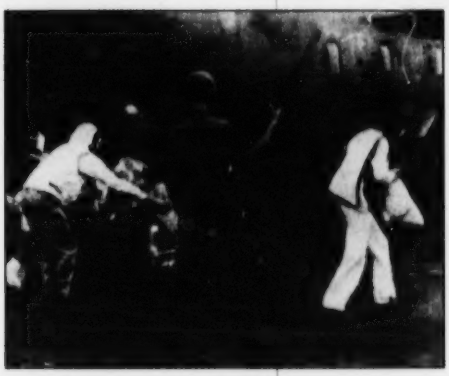
Although the projects described previously had broad scope and achieved wide dissemination, many other federally funded projects in curriculum development and in-service training were developed during the same period (see Appendix F). By the end of the decade, CBAE in California was solidly based and ready to move on to developing an assessment component.

EDUCATIONAL NEEDS OF REFUGEES

The specter of the increasingly unpopular and agonizing Vietnam War hovered gloomily over the United States in the early seventies. When the war ended in 1975, American veterans came home to an uncertain welcome; and not far behind them came increasingly large numbers of Southeast Asian refugees searching for freedom and a better life.

California, with its congenial climate, western location, and existing Asian communities, was particularly affected by secondary migrations from the original refugee settlements all over the country. By 1991, of the 995,300 refugees who, since 1975, had come from Vietnam, Laos, and Cambodia, 396,200 (39.8 percent) were calling the Golden State home (Office of Refugee Resettlement 1992, 50).

The influx of refugees had reached flood proportions by the end of the seventies. The social and educational profiles of the later refugees differed radically from the profiles of the first refugees to reach Camp Pendleton in 1975. Refugees arriving in 1975 had been primarily military personnel and other professionals with extensive formal education and some knowledge of English. The typical refugees in later years had little education and were usually fishermen, farmers, or shopkeepers. They not only spoke no English but also might be illiterate in their own languages or represent a culture with no written language. The Southeast Asian languages differed linguistically from English, and the cultures differed significantly from American norms. Adult educators in California had a tremendous challenge to meet. As in past crises, they not only met the local challenge in an exemplary fashion but also provided a leadership role at the national level.



Refugee evacuation, 1975

Large groups of refugees clustered in Los Angeles, Orange, and San Diego counties in southern California and in San Jose in central California. Eager for education, the new immigrants sometimes caused disruptions to local programs for adults and students in kindergarten through grade twelve. On the day to register for ESL classes, the adult refugees would line up at the office very early in the morning; sometimes they took all the available spaces, leaving no room for the other students, typically Latino, who ordinarily attended classes. Program directors had to devise creative solutions to be fair to all groups and to prevent ethnic tensions (Attebery interview 1992, 66–69; Zimmerman interview 1992, 45–48).

The life-skills-oriented curriculum developed by the CBAE projects discussed in the preceding section was particularly well suited to the needs of the Southeast Asian refugees. A special curriculum was also developed by the noncredit division of the San Diego Community College District, and its products were distributed through the county offices of education. San Diego continued to develop curriculum especially targeting the literacy level. Eventually this locally developed curriculum was published in a document entitled *English for Adult Competency* (Miller 1991, 60).

The enrollment in adult vocational training programs of numerous refugees with limited English skills accelerated the development of the new specialty known as Vocational English as a Second Language

(VESL). VESL programs trained students to use the general language needed for getting and keeping a job, such as that taught in the ICB-VESL project, and the occupation-specific language required for succeeding in training programs and later in employment.

The federal government supported refugee resettlement with grants to school districts around the country. In the late seventies VESL curriculum-development projects were funded in California (in the Hacienda La Puente Unified School District, the Los Angeles Unified School District, Long Beach Community College, San Diego Community College, and City College of San Francisco) as well as in other states, such as Florida, Illinois, Michigan, and Wisconsin. Curriculum was developed to support students in dozens of entry-level occupations.

The various VESL projects not only met the needs of their own students but also shared curriculum with each other through regional networking and a national clearinghouse. From 1979 through 1982 California also used part of its federal Adult Basic Education funds to sponsor curriculum development and staff development projects to promote VESL and cultural awareness (see Appendix F). Materials from those projects were widely distributed. In 1987 the federal Refugee Materials Center was closed and its functions distributed to other national clearinghouses. Recognizing the need for continued sharing of unpublished VESL curriculum, California's Adult Education Unit, in 1992, funded a VESL/Workplace Clearinghouse through its Outreach and Technical Assistance Network.

CHARACTERISTICS OF ADULT EDUCATION IN THE SEVENTIES

Discussions about adult education in the seventies focus on events that happened before and after Proposition 13 was passed in 1978 because drastic changes occurred after the tax reform initiative became law.

During the early part of the decade, the dramatic increases in enrollment of the sixties and the view of adult education as a change agent continued. Also continuing to flourish was the concept from the fifties that adult education would provide community education in a society committed to lifelong learning (Adult Education Ad Hoc Advisory Committee 1979, 6–9).

The 16 curriculum areas in adult education continued to reflect the broad scope of community needs. Enrollments soared during much of the decade, doubling overall from 1971 through 1978 to 1,822,540. Included was a 34 percent increase in 1974-75, an event that led to the governor's 5 percent cap on growth. For example, from 1971 through 1978, enrollment in fine arts grew 74 percent, forums 128 percent, ESL 131 percent, crafts

150 percent, and civic education (including classes for handicapped persons and older adults) 283 percent (Adult Education Ad Hoc Advisory Committee 1979, Appendix E).

After the passage of Proposition 13, whole categories of classes, representing nearly 50 percent of enrollment in programs for adults during 1977-78, were no longer supported by state apportionment: art, music, crafts, drama, foreign languages, forums, and civic education.

Vocational education in California continued to grow during the seventies through the increasingly generous support of the federal government, and adult vocational education programs represented about 30 percent of the enrollments. In 1973 the federal Comprehensive Employment and Training Act (CETA) was enacted to succeed MDTA, targeting the hard-core unemployed for training and retraining services. In 1975 Assembly Bill 1821 established Regional Adult Vocational Education Councils (RAVECs), which met bimonthly to delineate functions among service providers (high schools, adult schools, community colleges, and private postsecondary schools) and to produce planning reports. The ROP/ROC vocational training delivery system grew 475 percent, to an enrollment of 162,483 students in 65 jurisdictions, during the first half of the decade. That dramatic growth ended in 1975, when a cap was placed on the growth of ROP/ROC and other educational programs (Smith 1979, 70–78).

Health careers class

Data from a survey conducted by NAPCAE in May, 1971, representing 123 adult education programs in California, give an interesting picture of the programs. Eighty percent operated during the day as well as at night. Nearly half had some facilities to be used exclusively for the programs. Use of community facilities, including churches, libraries, industrial plants, and senior citizen centers, was widespread. All schools offered ESL classes, nearly all had vocational training, and two-thirds had summer programs. Because new courses could be approved quickly, the adult school could be particularly responsive to special and changing community needs, and experimental and short-term classes could be offered (ACSA 1972, 1–2).

Although 90 percent of adult school teachers worked part time, the numbers of full-time teachers increased from 1,084 in 1971 to 2,566 in 1978 (Adult Education Ad Hoc Advisory Committee 1979, Appendix E). Teachers were usually professionals from other fields, but adult school teaching was becoming recognized as a career in itself (ACSA 1972, 2).

The influence of the competency-based education movement was being felt in all aspects of adult education in California during the seventies. The components of a competency-based program were in various

stages of implementation throughout the period: curriculum based on students' needs; instruction incorporating the preexisting knowledge of the students, including their motivation and learning styles; assessment related to instruction; and supportive management and guidance services.

INSTITUTIONALIZATION OF COMPETENCY-BASED EDUCATION IN THE EARLY EIGHTIES

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Students in a CBAE class

INSTITUTIONALIZATION OF COMPETENCY-BASED EDUCATION IN THE EARLY EIGHTIES

IN 1982 THE PRACTICE OF CBAE IN CALIFORNIA BECAME MORE FOCUSED WHEN THE STATE DEPARTMENT OF EDUCATION'S ADULT EDUCATION FIELD SERVICES UNIT MANDATED THE USE OF A COMPETENCY-BASED APPROACH IN THE PROVISION OF BASIC EDUCATION SERVICES TO ADULTS.

INVESTING IN CHANGE: COMPETENCY-BASED ADULT EDUCATION IN CALIFORNIA

Through the use of federal funds available under the Adult Education Act, the California State Department of Education encouraged the institutionalization of competency-based education (a performance-based process leading to demonstrated mastery of skills that adults need to function independently) in programs serving adults. Agencies applying for federal funds were mandated to initiate a plan to implement a competency-based approach to education in their programs. Federal funds also made possible the provision of a statewide support system of staff development, assessment, and curriculum dissemination to assist agencies in implementing the mandate.

THE CBAE MANDATE

During the seventies many components of the competency-based approach to adult education (CBAE) were being developed in programs throughout California, but the efforts were fragmented. In 1982 the Adult Education Field Services Unit of the State Department of Education required agencies applying for federal supplemental monies through Section 306 of the Adult Education Act to show that they were implementing CBAE practices. In addition, federal funds available through Section 310 of the Act were distributed to support projects focused on

activities to assist agencies adopting the components of CBAE. These requirements resulted in a mandate to use the competency-based approach to adult education in California (Miller 1991, 53–54; San Francisco State University Foundation 1987, 1–5).

In preparation for submission, in 1982, of the California State Plan for Adult Basic Education, the Adult Education Field Services Unit surveyed adult education programs in the state and identified a number of deficiencies. Weaknesses included extremely large numbers of students per instructor, excessive class sizes, outmoded curriculum procedures and content, inadequate implementation of technology, little staff development, little program evaluation, and few guidance and counseling services (San Francisco State University Foundation 1987, 4).

The leaders of the Adult Education Field Services Unit were committed to CBAE philosophy in the belief that CBAE was the best way to solve the problem of adult functional illiteracy. In consultation with adult education project directors and practitioners around the state, they developed *The California State Plan—1982 Submission.* This State Plan stipulated that funds provided through Section 306 would be distributed only to agencies that could ensure quality programming, which would include the following provisions:

- Class sizes that do not exceed an average ratio of 30 students to one certificated employee
- Curriculum design and content based on the philosophy, process, and procedures of competency-based learning
- A student assessment system that is competency-based
- A program of ongoing staff development for all certificated staff involved with the federal program
- Counseling and guidance services to ensure that all students are properly placed in the appropriate competency level and that their progress is monitored with appropriate assessment instruments

A three-year period was allowed to phase in competency-based education (Miller 1991, 53; San Francisco State University Foundation 1987, 1, 4–5).

THE LEADERS OF THE ADULT EDUCATION FIELD SERVICES UNIT WERE COMMITTED TO CBAE PHILOSOPHY IN THE BELIEF THAT CBAE WAS THE BEST WAY TO SOLVE THE PROBLEM OF ADULT FUNCTIONAL ILLITERACY.

In addition, a statewide support system was implemented to assist the local agencies with the requirements of the mandate. Additional monies available through Section 310 of the Adult Education Act were used to develop coordinated support projects in the areas of assessment, staff development, and dissemination (Miller 1991, 54; San Francisco State University Foundation 1987, 5).

During 1984-85, the third year of the State Plan, a study was undertaken "to determine the effects of the CBAE mandate on the functioning of Section 306 programs" (San Francisco State University Foundation

1987, 1). The report of the study, titled *Investing in Change*, described encouraging findings on the nine key elements of the implementation of CBAE in California (19–20). The following is a summary of those findings:

1. Approximately one-half of the state's agencies funded through Section 306 had gone through the process of identifying competencies.
2. The number of agencies that had developed student profiles had increased.
3. There was a substantial increase in the use of CASAS tests to monitor progress.
4. Tracking of individuals attaining competency remained problematic.
5. Most agencies had established a system for placing students into programs.
6. ABE and high school diploma students were counseled more often for movement and change in program than were ESL students.
7. Use of appropriate instructional materials based on organized course outlines had increased but remained low.
8. The variety of instructional strategies used needed improvement.
9. Instructors' participation in staff development programs had increased.

The findings and recommendations reported in *Investing in Change* influenced the direction of the State Department of Education's CBAE support system through 1988. The Adult Education Program Services Unit continued its change-oriented philosophy in developing the California State Plan for Adult Basic Education for 1985 through 1988. That plan required essentially the same commitments of agencies (pages 18–19) as did the 1982 plan.

CBAE Assessment—CASAS

The California Adult Student Assessment System (CASAS) has been the most enduring and transportable of the interrelated projects developed in California to support the implementation of CBAE at the local level. With the completion of the process model and curriculum projects by the end of the seventies, curriculum and instruction were in place, and adult educators turned their attention to the missing assessment component.

CASAS was originally established in 1980 as a consortium of local educational agencies that provided adult basic education programs through funds available under Section 310 of the Adult Education Act. The San Diego Community College District was the leading agency in the consortium, and Patricia Rickard was the director. CASAS's goals were to develop "a comprehensive educational assessment system for adults" and

"to assist adult education programs in implementing an assessment system designed to reflect competency-based curricula occurring in local instructional programs" (CASAS 1982, *Summer Institute Notebook*, "Abstract of Section 310 Project, 1981-82"). By the end of 1988, the consortium had grown to include representatives from 40 agencies in California as well as representatives from other states.

Between 1980 and 1982 the consortium developed the basic assessment system, including a list of competency content areas that was rooted in the Adult Performance Level (APL) Project of the 1970s and was consistent with the CBAE curriculum being used in the agencies. Test items were written and field-tested. In compliance with one of the components mandated in the 1982 state plan, CASAS provided life-skills survey achievement tests to the State Department of Education for the use of agencies receiving federal funds through Section 306. California agencies, as one condition of their supplemental ABE grants, were required to pretest and posttest a representative sample of their ABE/ESL students (CASAS 1987, *Summer Institute Notebook*, "Program History and Description," 2–4).

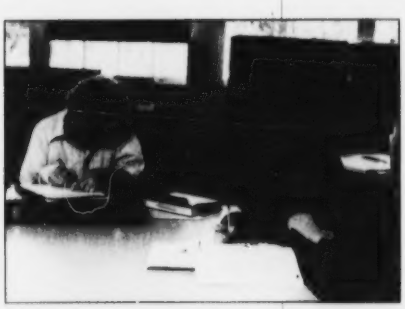
The *CASAS Competency List* originally was divided into five content areas: consumer economics, community resources, health, occupational knowledge, and government and law. Sources for competency statements were the Adult Performance Level Project, the External Diploma Program, and Project CLASS; the statements were validated by consortium agencies. Computational and domestic skills were added later to the content areas.

During its 13 years of existence, the CASAS "item bank" has grown to several thousand test items "that have been developed, field-tested, and calibrated to measure life-skill competency statements along a continuum of difficulty levels. Each item is coded to specify the content, competency area, competency statement, and task being measured" (CASAS 1987, *Summer Institute Notebook*, "Program History and Description," 3).

The *CASAS Curriculum Index and Matrix* is updated annually and links assessment with competency-based curricula. Instructional materials with a CBAE focus are cross-referenced to the competency statements.

The strength of CASAS was its field base, its committee work. Frequently, the committees produced curricula in specialized areas and developed new or expanded sections of the competency lists or item bank, related types of assessment, or manuals. Committees focused on applied performance assessments, special assessment needs in vocational or workplace settings, and writing assessments. The consortium also developed a CASAS assessment bridge to low-level standard assessments used with persons with developmental disabilities on the one hand and a high-level assessment link to adult high school students on the other.

Beginning in 1982 and extending into the 1990s, CASAS instruments for pretesting and posttesting have been an integral part of the California Department of Education's accountability system for local adult basic education programs. The tests have been used to report student progress and outcomes, such as goal attainment, to the state and federal governments. Systematic data collection and analysis over a period of time have "provided essential information about student achievement, goal attainment, barriers to education, demographic characteristics, and trends" (CASAS 1987, *Summer Institute Notebook*, "Program History and Description," 5).



Class for persons with developmental disabilities

CASAS, which now has independent nonprofit status, changed its name in 1986 to the Comprehensive Adult Student Assessment System. It has been validated by the U.S. Department of Education. The federal National Diffusion Network provides funds to disseminate information about CASAS to states and agencies that might want to adopt the system. CASAS has been adapted to assess the needs of youths and adults in settings such as special education, vocational training, corrections, welfare reform, workplace literacy, and family literacy.

CBAE Staff Development

The goal of the CBAE Staff Development project, in operation from 1982 through 1988, was to assist local California adult education agencies in designing and implementing competency-based adult education programs. The project included a number of key components, both processes and products.

The CBAE Staff Development project was managed by codirectors John Tibbets and, first, Dorothy Westby-Gibson, then David Hemphill. The sponsoring agency was the San Francisco State University Foundation. The project put together a consortium of experts from around the state who gave the project direction.

The *agency team* concept emphasized teamwork at the local level. Agency teams consisted of management, guidance, and instruction personnel and were responsible for a three-year plan to implement local CBAE programming. A special staff development fund, called an implementation grant, was allocated to the agencies in accord with their plans. The *Institutional Self-Assessment Measure (ISAM)*, originally authored by John Wise of Elsinore, was a self-evaluation instrument designed to yield a profile of CBAE implementation and to assist agencies with planning (Miller 1991, 25–27; Tibbetts 1983–88).

Staff development was delivered in a variety of modes during the life of the project. Regional workshops assisted agencies in the beginning

stages of implementing CBAE. Later, training was delivered in seven regions and was based on assessment of regional needs. The *advanced staff developers* who conducted the training were practitioners who had been identified for expertise in specific areas—instruction, assessment, guidance, and management—and had been given special training in the CBAE process and techniques of facilitation (Miller 1991, 25–27; Tibbetts 1983–88).

Products of the project included a *Handbook on CBAE Staff Development* (1983) and a series of training manuals. The handbook included overviews of CBAE and the process of change, chapters on the four components (management, assessment, guidance, and instruction), and extensive appendixes. The training manuals covered the implementation of CBAE in ESL, VESL, and ABE classes. Facilitator outlines, participants' materials, and videotapes were included with the manuals. The training manuals were still being distributed in the nineties by the Outreach and Technical Assistance Network.

The *Teaching Improvement Process* (TIP) was another enduring product of the project. TIP is a classroom observation instrument that identifies six categories of teaching behaviors, with subpoints. The use of TIP as a staff training instrument continued after the CBAE Staff Development project ended.

During its later years the project introduced several initiatives that were indicative of the next generation of federal projects. A leadership institute concentrated on skill building for persons holding the resource teacher/coordinator positions, working as a team with their administrators. An ABE Institute concentrated on networking among and support of adult basic education instructors. A process to develop regional demonstration sites for competency-based education was also established. These sites were precursors of the regional resource centers later sponsored by the Outreach and Technical Assistance Network.

ESL TEACHER INSTITUTE

In 1985 the ESL Teacher Institute was developed from an earlier ESL staff development project. K. Lynn Savage was the first director. A skill-based training program for new teachers, the ESL Teacher Institute produced training modules for a variety of ESL teaching techniques and provided the training sessions. Four half-day sessions were spaced over several weeks, and teachers were encouraged to put their training into effect during the interim. The project sought to ensure support for the teachers at the local level by requiring, as a condition of the ESL teachers' attendance at an institute, that the coordinators of the teachers participate in an orientation session. Agencies were encouraged to facilitate peer coaching (teachers observing each other in the classroom and providing feedback) to support teachers practicing new techniques. Train-

ing and certification of the institute's trainers became an important component. Videotapes demonstrating the use of the targeted technique were developed for all institute modules.

DISSEMINATION NETWORK FOR ADULT EDUCATORS

California's Dissemination Network for Adult Educators (DNAE) operated from 1981 through 1988. It was modeled after the National Diffusion Network, the federal agency that disseminates information about exemplary programs and provides funds to adopt or adapt them. The Association of California School Administrators (ACSA) was the fiscal agent for DNAE, and Jane Zinner was the director. Any adult educator could nominate programs for inclusion in the network. A program's exemplary status was verified by review of materials and site visits (Miller 1991, 63).

Descriptions of selected programs were listed in the DNAE catalog, which was updated semiannually. Local educational agencies participating in the supplemental federal ABE grant program could then adapt or adopt a program. DNAE reimbursed the exemplary program for expenses incurred in sharing the program (Miller 1991, 63; DNAE 1982–88).

DNAE also disseminated program information through a newsletter and mailings and maintained a library of products, such as reports, curriculum materials, and videotapes.

GED TEACHER ACADEMY

Another significant and enduring staff development initiative that began in the mid-eighties was the California GED Teacher Academy.

The General Education Development (GED) certificate is widely accepted as proof of educational skills at the secondary level for students who do not have a high school diploma. Adult schools often prepare students for the examination, which has several sections, and the schools may serve as test sites. Preparing students includes assessing the student's competence in each skill area, followed by instruction to make up any deficiencies.

A survey of GED teachers during the early eighties established that they had little information about appropriate methodologies, curriculum, resources, and classroom management strategies. In addition, the instructors experienced an unusual degree of isolation and were in need of peer support (GED Unit 1985).

The GED Teacher Academy was instituted in 1985, first through the Dissemination Network for Adult Education and later through the San Juan Unified School District with the use of federal funds (under Section

310 of the Adult Education Act). Kim Edwards, Program Coordinator for the GED Unit, and Kit Marshall, an outside consultant, developed the training. Instructor-leaders were Margaret Rogers, San Juan Unified School District; Rosanne Seitz, Hacienda La Puente Unified School District; and Louise Proctor-Cain, Sweetwater Union High School District. Academy facilitators were trained in the summer; the first six academies were held simultaneously in the fall in different regions of the state (GED Unit 1985).

Like the ESL Teacher Institute, the GED Teacher Academy consisted of several half-day sessions two weeks apart. Successful features of the training included peer facilitators, video models, a sequenced curriculum, and detailed participants' notebooks (GED Unit 1986).

The GED Teacher Academy continued its fall and spring sessions into the nineties under the sponsorship of the California Council for Adult Education and the California Department of Education. The academy was particularly useful in assisting instructors when the GED test underwent major modifications in 1988. During the nineties two other teacher academies were developed on the GED model to serve instructors in parent education programs and programs for older adults.

JOB-TRAINING INITIATIVES

During the mid-eighties the California adult education system was heavily involved in job-training initiatives, some of which were in response to such federal programs as the Job Training Partnership Act (JTPA) of 1983 and the Job Opportunities and Basic Skills Training Program (JOBS), a welfare reform measure. The California version of JOBS, an educational initiative targeting welfare recipients, preceded the JOBS program in 1985 and was called GAIN, or Greater Avenues to Independence.

Printing trainees

The (federal) JTPA program in California was administered largely by the Employment Development Department and partly by the Department of Education. JTPA's objective was to provide the support services, job training, and education necessary to enable low-income and unemployed persons to prepare for economic self-sufficiency. Private Industry Councils (PICs) were instituted, marking a new era of coordination between private employers and public education.

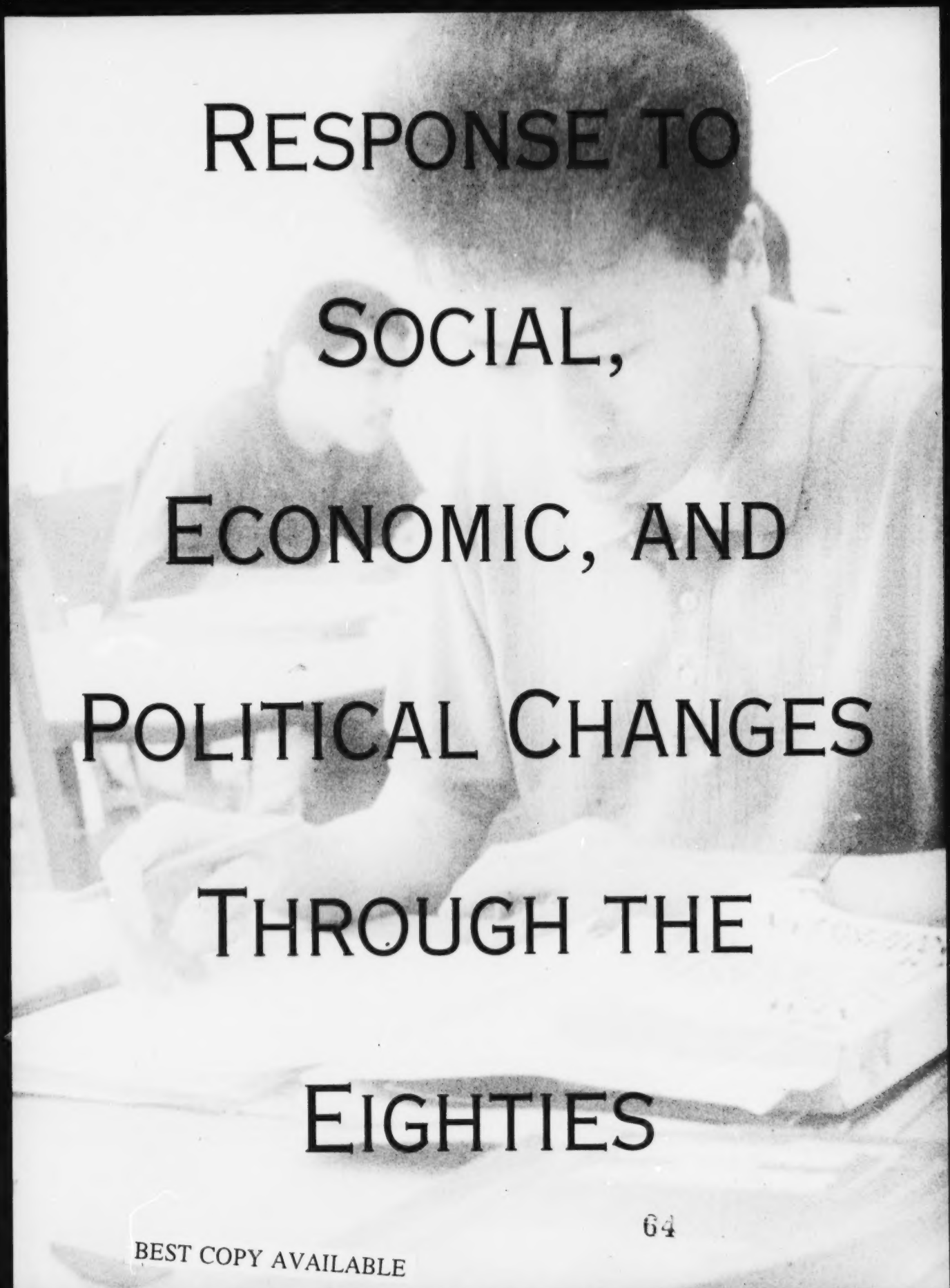
Federal and state employment-related programs of the eighties had an impact on both the curriculum and management of adult education programs. More and more emphasis was placed on teaching employment-related basic skills and English. For example, JTPA projects expanded and adopted the Adult Competency Education (ACE) program, which the San

Mateo County Office of Education had started in the seventies as a CBAE curriculum project. ACE identified basic mathematical, reading, and writing skills embedded in job-related tasks and featured a vocational guidance curriculum.

In response to the need for appropriate assessment instruments for placement and certification in JTPA-funded programs, the CASAS Vocational Committee developed the *Employability Competency System* (ECS), which was widely used (CASAS 1987, *Employability Competency System).* CASAS also developed customized placement tests used by the GAIN program.

Counselor and student

Attendance at adult education programs in previous decades had been almost entirely voluntary, but now a larger percentage of the adult students were required to attend such programs as a part of their welfare or other support program. Examples of federally funded education programs supported by state agencies were JTPA programs (run by the Employment Development Department) and refugee programs (run by the Department of Social Services). Career counseling and job development services became an integral part of the program for students who were participating in the adult education system in California. Adult education programs with employment components became accountable not only for students' progress in academics or vocational education but also for the placement of students in jobs.



RESPONSE TO SOCIAL, ECONOMIC, AND POLITICAL CHANGES THROUGH THE EIGHTIES

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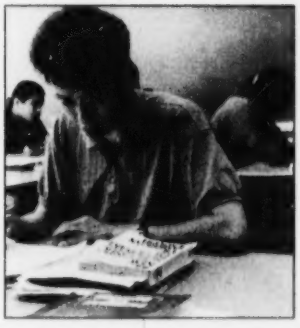


ESL class

RESPONSE TO SOCIAL, ECONOMIC, AND POLITICAL CHANGES THROUGH THE EIGHTIES

ALTHOUGH MORE THAN 79 PERCENT OF CALIFORNIA'S WORKFORCE FOR THE YEAR 2000 WAS ALREADY EMPLOYED IN 1988, STUDIES INDICATED THAT AN ALARMING NUMBER OF WORKERS WERE UNPREPARED FOR THE FUTURE REQUIREMENTS OF THEIR JOBS.

By the late eighties the country was coming to grips with a changing workplace significantly affected by the demands of the technology explosion and a workforce characterized by increasing percentages of disadvantaged minority and limited-English-proficient workers. In addition, the percentage of single-parent families had increased dramatically. The need for ESL classes in the state tripled as a result of the education requirements connected with the federal Immigration Reform and Control Act, and other state and federal legislation was enacted to fund educational programs for the growing number of incarcerated persons and welfare recipients. New leadership in the California Department of Education directed adult education through a sunset review by the Legislature and led a strategic planning process to meet future needs for adult education.

SOCIAL AND ECONOMIC CHANGES

Studies of the changing workplace of the eighties projected several significant trends. There was a decline in the number of jobs requiring only minimal educational competence, but the number of jobs demanding more technical skill was growing (Johnston and Packer 1987, 96–101). In the American manufacturing industries, new technology was changing the nature of work, creating new jobs, and altering others. Production workers' jobs were being eliminated as computer-controlled equipment proliferated. At the same time industry was adjusting to increased foreign competition and the demand for high-quality goods.

The workplace was further challenged by the changing demographics of the period. One factor was the increasing shortage of entry-level workers. Nationwide, the population growth was declining, so the workforce was becoming older. The average age of workers was projected to increase from thirty-six to thirty-nine years by the year 2000 (U.S. DOL and U.S. DOE 1988, 5). And although more than 79 percent of California's workforce for the year 2000 was already employed in 1988, studies indicated that an alarming number of workers were unprepared for the future requirements of their jobs (Adult Education Advisory Committee 1989, *Summary Report*, 6).

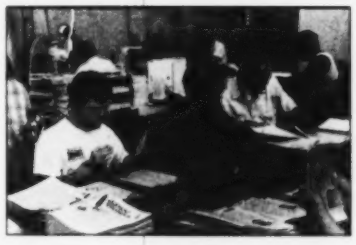
Another significant demographic factor was that the increase in the state's population was primarily the result of immigration from Mexico and Asia. These migration patterns and higher birthrates by nonwhite populations were leading to a dramatic shift in the number and proportion of ethnic groups in California, which was becoming a true pluralistic society. The Hispanic and white populations were expected to be almost equal by 2020, with the Asian and "Other" groups next in size, followed by blacks (Best 1992, 8).

Changes in family life had also reached dramatic proportions by the eighties. Higher rates of teenage pregnancies and divorces were leading to a growing number of single-parent families. The percentage of working-age women holding jobs had reached 55.3 percent in 1986, and a continued increase was projected (Ibid., 14–16).

Proportionately more minorities, immigrants, and women entered the workforce during the eighties; these groups were subject to labor market handicaps of various kinds, including educational deficiencies. A study released by SRA Associates in 1987 estimated that more than 15 percent of adults in California had a significant *literacy performance deficit* (below-standard ability to read and write) as defined by competency measures—a staggering three million persons (Dixon et al. 1987, 27–28).

Health class for older adults

Dependent populations were also increasing. Medical advances had resulted in a dramatic increase in the number of people who were very old. The need for programs for older adults was large and projected to expand further (Best 1992, 11–14). The number of developmentally disabled adults receiving services from the Department of Social Services also grew during the eighties, increasing the demand for educational services (Best 1992, 32). The California state prison and county jail populations grew much faster during the eighties than did the general state population, with a corresponding increase in educational programs in correctional facilities (Best 1992, 32–33; Stern 1989, 24–27).



Class for adults with developmental disabilities

LITERACY INITIATIVES

During the decade of the eighties, the deficit in adult literacy became a national preoccupation and led to a variety of new federal initiatives. Research reports indicated that literacy performance deficits, as shown by scores below the mean on competency indicators, among Californians over fourteen years of age varied significantly on the basis of ethnicity and race. In 1987 the rate of deficit, or percentage of persons who performed below the standard, was 9.8 percent for whites, 23.9 percent for Hispanics, 28.2 percent for Asians, and 26.5 percent for blacks. Although minority ethnic groups had the highest percentage of persons with literacy deficits, white persons with competency deficiencies were by far the largest in number (Dixon et al. 1987, 27–28).

In response to national concerns and the overwhelming needs in the state, literacy courses dominated the adult education programming of all the major service provider groups: adult schools, community colleges, library programs, and community-based organizations. By the middle of the decade, there were approximately 1,095 literacy service providers in California. They served more than 880,000 adults annually. Adult schools served 75 percent of that number; community colleges served 21 percent; and library and community-based programs served the remainder (Ibid., 38–39).

THE MAJOR LITERACY PROVIDER GROUPS IN CALIFORNIA WERE ADULT SCHOOLS, COMMUNITY COLLEGES, LIBRARY PROGRAMS, AND COMMUNITY-BASED ORGANIZATIONS.

One federal initiative, the Library Services and Construction Act, brought a commitment of $2.5 million in 1983 to begin the California Literacy Campaign (CLC). All public libraries in the state were invited to apply to the California State Library for funds. The CLC program began with 27 libraries (Dixon et al. 1987, 60). Funds for the campaign increased annually, and by 1989 the CLC program had more than doubled in size (Stern 1989, 56). The library programs relied on trained volunteer tutors, who usually delivered one-on-one instruction under the supervision of a paid literacy program director or coordinator. The programs were designed to both supplement and serve as a referral service to other literacy providers. For example, "in 1987-88, some 8,300 volunteer tutors served 9,700 adult learners and made 6,100 referrals to other agencies providing literacy training" (Stern 1989, 56).

The largest community-based organization providing literacy services in California was California Literacy, Inc. (Cal Lit). Affiliated with Laubach Literacy International, Cal Lit trained tutors and sold instructional materials. There was extensive coordination between Cal Lit and the library programs. Literacy Volunteers of America (LVA), another national volunteer literacy tutoring group, also had a significant presence in the state (Ibid., 56–57).

The 1984 amendments to the federal Adult Education Act reflected the goals of the Reagan era—reduced federal involvement and an emphasis on the private sector and volunteers. The National Adult Literacy Initiative was a federal effort to raise public awareness of adult illiteracy and promote collaboration between the public and private sectors to address the problem. The National Literacy Coalition was composed of more than 50 national associations, both public and private. The coalition set literacy policy and funded a national toll-free number. Project Literacy U.S. (PLUS) was a collaboration between the American Broadcasting Company and the Public Broadcasting Company to use television to promote literacy education. The Business Council for Effective Literacy was instituted to involve the public sector in fighting illiteracy (Adult Education Unit 1987, 49).

THE NATIONAL ADULT LITERACY INITIATIVE WAS A FEDERAL EFFORT TO RAISE PUBLIC AWARENESS OF ADULT ILLITERACY AND PROMOTE COLLABORATION BETWEEN THE PUBLIC AND PRIVATE SECTORS TO ADDRESS THE PROBLEM.

The California Alliance for Literacy, another result of the National Adult Literacy Initiative, was started in the mid-eighties with the purpose of coordinating at the state level the efforts of literacy service providers in California. The State Department of Education and the State Library were co-conveners of the Alliance. Members included the California Chamber of Commerce; the Chancellor's Office for California Community Colleges; the Employment Development Department; the Department of Corrections; California Literacy, Inc.; the U.S. Department of Education Region IX; the Association of California School Adminstrators' Adult Education Committee; the California Council for Adult Education; and business representatives, such as Times Mirror (Stern 1989, 57).

The 1988 amendments to the federal Adult Education Act represented the most distinct departure from earlier legislation since the changes in 1978 that identified literacy in terms of adult functional competencies (Rose 1991, 25). The purpose of the Act was restated to focus on the improvement of educational opportunities for adults who lacked the level of literacy necessary for effective citizenship and productive employment. The amount of federal funds that would be available to the states under the Act was increased, and special programs were instituted for family literacy and workplace literacy. Also added were categorical programs for immigrants and migrant farmworkers and for the renewal of commercial truck drivers' licenses (26).

EDUCATIONAL PROGRAMS IN CORRECTIONAL FACILITIES

The number of incarcerated persons in California tripled in the eighties (Stern 1989, 25), a situation that led to a nearly corresponding growth in educational programming, both academic and vocational, in

correctional facilities. By the end of the decade, about 18 percent of the institutionalized population was enrolled in educational programs (Stern, 1989, 25). California Department of Corrections (CDC) and Youth Authority programs represented 11 percent of the adult education expenditures in the state (12).

Classes for inmates could be offered by CDC personnel. In many cases school districts or other educational agencies contracted to provide the educational services. For example, since the early seventies Hacienda La Puente Unified School District had contracted to provide the educational program for all the Los Angeles County jails. County offices of education ran jail programs in Contra Costa, Marin, and Riverside (Stern 1989, 27).

THE PURPOSE OF THE EDUCATIONAL PROGRAMS WAS TO HELP THE INMATES FUNCTION BETTER IN THE FACILITY AND, ON RELEASE, BE BETTER PREPARED TO INTEGRATE INTO SOCIETY.

Both traditional and unique programs were offered. Academic programs included ESL, adult basic education, preparation for the General Education Development (GED) examination, and instruction for the high school diploma. Depending on the location, inmates might study one of 56 occupations, including apprenticeship and licensure programs, and receive job development and placement services on release. Nonacademic programs, such as music, health and fitness, parenting, and television production, were sometimes available. Unique programs included prerelease training and courses on substance abuse prevention, AIDS education, and victims' rights (Ibid., 25).

The purpose of the educational programs was to help the inmates function better in the facility and, on release, be better prepared to integrate into society. The profile of the students indicated that one-third were non-English speaking, and more than 50 percent did not have a high school diploma and read below the ninth grade level. In the 1987-88 school year, 4,616 inmates obtained diplomas (elementary school, high school, or literacy), and 2,960 earned vocational certificates (Stern 1989, 26). Problems encountered in the correctional programs included staff burnout and discrepancies between budget increases and the growing number of inmates.

GREATER AVENUES FOR INDEPENDENCE (GAIN)

The phenomenon of long-term dependency on the welfare system by unskilled and unemployed persons with children had reached troubling proportions; in many families generation after generation was on welfare. To address the problem, the California Legislature enacted the Greater Avenues for Independence (GAIN) program (AB 2580, Ch. 1025) in September, 1985. The intent of the legislation was to encourage recipients of Aid to Families with Dependent Children (AFDC) to participate in programs providing basic and secondary education, vocational training,

self-esteem-building activities, job-search skills, and job development services. The goal was to enable the recipients to secure and retain unsupported employment and, therefore, exit the county welfare system (CASAS 1990, *GAIN Appraisal Program*, 13).

Local implementation of the GAIN program was the responsibility of the county welfare office, with the assistance of the California Department of Social Services. County plans, which followed various models, were submitted and implemented during a three-year period beginning in 1986; generally, the smaller counties were among the first to implement their plans.

Assessment was an important part of the GAIN model, and CASAS developed a GAIN Appraisal Program to determine whether applicants lacked basic mathematical, reading, or functional listening comprehension skills. On the basis of scores achieved on the appraisal test, students were referred to local educational agencies for appropriate instruction in adult basic education, GED, or high school diploma subjects. In some cases, to fund GAIN programs, the Legislature made supplemental apportionments available to local educational agencies that had exceeded their spending limits.

High school basic skills student

Demographic data collected by CASAS as a part of the GAIN Appraisal Program provide a profile of the typical person being served by the program. By the 1989-90 implementation period, the typical GAIN student was female (64.2 percent), under thirty-five years of age (67.5 percent), and either Caucasian (44.7 percent) or Hispanic (25.3 percent). She was English speaking (83.7 percent) and had not completed high school (54.3 percent) (Ibid., 3–4).

PROGRAMS FOR AMNESTY APPLICANTS

The education requirements for obtaining status as a legal resident under the federal Immigration Reform and Control Act (IRCA) of 1986 had a heavy impact on adult ESL programs in the state for four school years, beginning in 1987-88. Under the Act amnesty was granted to undocumented persons who could prove their unbroken residence in the country since before January 1, 1982 (referred to as *pre-1982s*). Persons who had worked in agricultural jobs for at least 90 days between May, 1985, and May, 1986, were eligible for legal residence as seasonal agricultural workers, or SAWs (YAAES 1987, 1). A temporary residence card, valid for 30 months, was issued to qualified applicants. During that time the applicant had to demonstrate knowledge of basic English and U.S. history and government. Competency in those areas was demonstrated by passing a test or by attending an approved class for 40 hours and earning a Certificate of Satisfactory Pursuit, after which the applicant was eligible for permanent residence.

More than 50 percent (1.6 million) of the amnesty applicants nationwide lived in California. Almost all were Spanish speakers, and most were from Mexico. The Greater Los Angeles area was home to 64 percent of the pre-1982s and 38 percent of the SAWs in the state. Enrollment figures from 1987-88 through 1990-91 showed that more than one million students were served in California. Programs whose growth had been "capped" for years could use State Legalization Impact Assistance Grants (SLIAG), which were federal funds provided to the state, to meet the needs of this new student group. During the peak year, 1988-89, more than 600,000 eligible adults were served by 244 service providers, most of which were adult schools, but the number included community colleges and private nonprofit agencies (California SDE 1989; CASAS 1992, *Three Years of Amnesty Education*, 1–2).

The impact on local adult education programs was extreme, especially in the 1988-89 and 1989-90 school years. Many programs tripled in size and carried long waiting lists. Administrators solved space problems by entering into new agreements with churches, community centers, and libraries to find classrooms. Weekend classes were instituted, and some sites in Los Angeles had ESL classes available in three-hour blocks nearly 24 hours a day.

Often the instructors who were recruited to teach new classes had no experience in adult education or in teaching English as a second language, leading to an increased need for staff development. The ESL Teacher Institute developed a series of four training sessions for new teachers, introducing them to the principles of competency-based adult education, lesson planning, and two specific ESL teaching techniques. Other staff development was provided directly through the Amnesty Education Office, which became a part of the new Migrant and Amnesty Education Division of the State Department of Education (Amnesty Education Office 1989).

Because of the time limitations of the program (30 months for the students to obtain 40 hours of instruction) and the necessary emphasis on history and government, there was an urgent need for a specialized curriculum. Commercial publications were not available until late 1989, but several large agencies in southern California, notably Hacienda La Puente Adult Education and the San Diego Community College District, developed their own curriculum, which they shared with other agencies at regional and state conferences. The ESL history and government materials developed by Hacienda La Puente, first written at the intermediate level (Collins et al. 1987) and later at the beginning level (Collins et al. 1988), were self-published. The materials were purchased by 213 California agencies and by 29 agencies from other states. In northern California the

San Francisco Bay Area Coalition for Immigrant and Refugee Rights and Services provided funds for similar curriculum development efforts (Miller 1991, 62–63).

Another urgent need of the amnesty program was for assessment instruments targeting competencies in history and government. As a part of the California SLIAG state plan, CASAS developed course objectives for different levels of instruction and a preenrollment appraisal test with reading, listening, and writing components. The appraisal instrument was used by local agencies for placement at the appropriate level and by the state for data collection (CASAS 1990, *Amnesty Education Report;* CASAS 1990, *Curriculum Guide and Index and Matrix for IRCA ESL Programs;* CASAS 1989, *Survey of Newly Legalized Persons in California;* CASAS 1992, *Three Years of Amnesty Education;* YAAES 1987).

By the 1991-92 school year, the crest of amnesty programs had passed; but a new population of adult students needing educational services had been introduced to the adult education system. The mean years of education for these students in their native countries was 5.6 years. Almost all were working full time in the United States. More than 50 percent of the newly legalized immigrants had never before used educational services in the United States. They had been required to attend only 40 hours of instruction, but almost all planned to attend classes in the future. Their goals were to continue improving their English, to train for a better job, or to obtain a GED or high school diploma (CASAS 1992, *Three Years of Amnesty Education,* 3–4).

Auto body repair class

LEGISLATION AND FINANCE IN THE EIGHTIES

California's adult educators in the eighties continued to be politically proactive, attempting to regain the losses that followed the disastrous effects of Proposition 13 and succeeding legislation. Funds for adult schools were still based on revenue derived from 1977-78 expenditure rates; that is, annual growth in funds was zero or fixed at a low percentage, which the Legislature changed each year as it did cost-of-living adjustments (COLAs). Start-up of new programs was prohibited. In 1980 Assembly Bill 2196 added a new concern by including adult education on the list of programs to be "sunsetted" (that is, the applicable sections of the *Education Code* would become null and void) on June 30, 1982.

In 1982 the state legislation reauthorizing adult education added health and safety and home economics to the permissible areas of instruction. These two categories and the eight other areas of allowable

instruction—elementary and secondary basic skills, ESL, citizenship, substantially handicapped, apprenticeship, vocational education, older adults, and parent education—endured into the nineties.

Other legislation in 1982 implemented general, wide-ranging educational reform in California (SB 813). High school graduation requirements were strengthened statewide. Adult educators at the state and local levels also examined the adult high school diploma program, leading to new guidelines that encouraged appropriate instructional strategies for the mature learner (Adult Education Program Services Unit 1986; Adult Education Unit 1987, 31).

The struggle to delineate functions in the kindergarten-through-grade-twelve adult schools and the community colleges continued into the eighties, and governance issues were the subject of much legislative maneuvering. The shortage of funds of the post-Proposition 13 era had rekindled old rivalries.

In 1980 Assembly Bill 2020 established the Adult Education Policy Commission and charged it with "preparing policy recommendations on delineation of functions and review" (Behr 1981 [transmittal letter included with *Report*]). It became known as the Behr Commission, named after Chairperson Peter Behr. Although there were strong arguments on both sides about why adult education, or sections of it, should be exclusive to one segment or the other, the issue was not settled, and the status quo continued. Existing local agreements remained in force; in some communities the kindergarten-through-grade-twelve segment was responsible for adult education, and in other communities the community colleges were responsible.

ALTHOUGH THERE WERE STRONG ARGUMENTS ON BOTH SIDES ABOUT WHY ADULT EDUCATION, OR SECTIONS OF IT, SHOULD BE EXCLUSIVE TO ONE SEGMENT OR THE OTHER, THE ISSUE WAS NOT SETTLED, AND THE STATUS QUO CONTINUED.

The arguments for fiscal parity in the commission's report did influence legislation. Assembly Bills 2196 and 1626 changed the provision of funds for community colleges by establishing a distinction between credit programs and noncredit programs (the ten authorized adult education areas). Noncredit programs were funded at a lower figure, more closely related to the funds provided for kindergarten-through-grade-twelve adult schools.

The issue of governance reemerged in 1984 when Senate Bill 1570 created the Commission for the Review of the Master Plan for Higher Education. In 1985 Senate Bill 2064 directed the commission to first study the community colleges. The noncredit and fee-based programs, including the issue of whether ESL should be considered a remedial course, were the subject of hours of testimony and negotiation. The commission's final report recognized "the historical confusion" about which courses should be offered by each segment and the funding inequalities involved and recommended additional study. Local agreements on delineation of func-

tions were confirmed (Commission for the Review, 1986, 7–12). During this period most adult education classrooms were so crowded that arguments about which segment should be serving the needs of students became increasingly irrelevant.

As the eighties progressed, the demand for adult education continued to increase, fueled by such phenomena as the influx of refugees from Southeast Asia and other troubled areas of the world, the start-up of GAIN programs, and the huge number of amnesty applicants requiring English-language services. Districts that exceeded their spending caps were eligible for supplemental ESL or GAIN funds, which provided some necessary but unreliable relief.

Bill Honig

In 1988 California voters, concerned about the quality of education and what was perceived as chaos in the funding of education in California, approved Proposition 98. That proposition mandated a priority for adequate funds for education and might be seen as a correction to Proposition 13. Proposition 98 contained provisions for the minimum funding of education, setting the amount at a percentage of the general fund, with 1986-87 as the base year, but gave no direction about how that money should be distributed among the segments of education (elementary, secondary, adult, and community college). Proposition 98 also stressed the accountability of the providers for the quality of programs (Dawson 1991, 3-11, 3-12).

Gerald H. Kilbert

ADMINISTRATION OF ADULT EDUCATION IN THE EIGHTIES

During the late eighties several changes in the Department of Education affected the state leadership of adult education. In 1987, following the retirement of Xavier Del Buono and the untimely death of Donald A. McCune the year before, State Superintendent of Public Instruction Bill Honig appointed Gerald H. Kilbert as Assistant Superintendent of General Education, a position which included serving as Director of Adult Education. Claude G. Hansen, Manager of the Adult Education Program Services Unit under Donald McCune, continued in that position until 1988, when Raymond G. Eberhard was appointed administrator of the Adult Education Unit.

Claude G. Hansen

Other staff of the Adult Education Unit during the later seventies and the eighties included between four and eight consultants as well as support staff, with the majority of the positions funded by federal monies. The consultants provided assistance to local agencies within geographic regions, monitored local agencies through coordinated compliance reviews, and held statewide responsibilities in different program areas.

Raymond G. Eberhard

In 1987 the Adult Education Unit became a part of the Youth, Adult, and Alternative Educational Services (YAAES) Division. All units in the division, many of which were alternative programs to meet the needs of high-risk youth, advocated competency-based programs. The *A* was officially dropped from CBAE as a descriptor of state adult programs in 1988 in favor of the more generic CBE acronym (Miller 1991, 50).

During the eighties concurrent enrollment of high school (and, in some cases, junior high school) students in adult education programs became more common. The major reasons for allowing concurrent enrollment, as it was originally envisioned and practiced, were to provide opportunities for makeup and remediation and to use it as part of a dropout prevention strategy (Stiles 1984). As the concurrent enrollment program evolved, students took classes that would not fit into their regular school schedules (supplemental) or were not offered in the regular high school curriculum (remedial or enrichment); or they took classes to gain employability skills (career) when such programs were not available in the regular program (Thornton 1987). Reimbursement to adult schools for serving concurrently enrolled students was at the regular kindergarten-through-grade-twelve revenue limit, and the concurrent program did not have a spending cap. Those revenue implications served as an incentive to districts to provide the service (Stiles 1984).

CONCURRENT ENROLLMENT OF HIGH SCHOOL STUDENTS IN ADULT EDUCATION PROGRAMS BECAME MORE COMMON.

The Department of Education, as a part of its strategy of dropout prevention, encouraged local adult education programs to develop "courses of study that are based on sound district policy regarding enrollment and educational services for high school dropouts and high-risk youths" (Adult Education Unit 1987, 74). Examples of guidelines for such programs were as follows: (1) students had to be enrolled in their secondary school program for the minimum hours required to be a full-time student; (2) each program area (not class) had to generate 51 percent adult enrollment and a.d.a.; (3) courses had to be listed in the program handbook and be open to the general public; and (4) programs had to give priority to enrollment of adults (Thornton 1987).

As a part of the sunset review process, comprehensive reports on California's adult education system were prepared for the Legislature in 1981 and 1987. The statistical sections (for 1979-80 and for 1985-86) show a streamlined program that was very limited compared to the program of the seventies before Proposition 13 was passed. In response to the large immigrant and refugee populations, English as a second language had become the largest adult school program, exploding from a rate of 27.4 percent of adult school attendance in 1980 to 37.6 percent in 1986. Holding steady, elementary and high school basic skills programs combined to make up 15 percent of the attendance. Short-term vocational programs with high employment potential were the next largest program

area, although the percentage of attendance slipped from 24.8 percent in 1980 to 16.65 percent in 1986. Programs for persons with substantial handicaps rated fourth in attendance at 20.5 percent in 1980 and 15.6 percent in 1986. Although a smaller program in size, parent education saw a slight growth in attendance during the period, from 3.9 percent to 4.2 percent, and programs for older adults expanded with the aging population, growing from 3.6 percent in attendance in 1980 to 9.5 percent in 1986. Apprenticeship programs and, later, health and safety and home economics programs were very small; each drew less than one percent in attendance (Del Buono 1981, Attachment A; Adult Education Unit 1987, 35).

Some sources of data included in the sunset review report to the Legislature, even though incomplete, give insight into the type of student served by the California adult education system during the eighties. California's federal adult basic education program data include ethnic group. The program areas included in the federal report were elementary basic skills and English as a second language, which together constituted over half the state's adult program. In the sample week of March 3–7, 1986, the data showed that Hispanics made up more than half of the enrollments (52.5 percent), with Asians the next largest group (32.4 percent), followed by Caucasians (11.3 percent), blacks (2.6 percent), and others (1.3 percent) (Adult Education Unit 1987, 40). Although the statistics demonstrated that Caucasians and blacks were underrepresented in the ABE program, the sunset review report concluded that the program was serving the "least educated, most-in-need population" by providing an opportunity for them to improve their educational levels, to learn basic and survival skills, to obtain employment, and to improve their quality of life (Ibid., viii).

HISPANICS MADE UP MORE THAN HALF OF THE ENROLLMENTS (52.5 PERCENT), WITH ASIANS THE NEXT LARGEST GROUP (32.4 PERCENT), FOLLOWED BY CAUCASIANS (11.3 PERCENT), BLACKS (2.6 PERCENT), AND OTHERS (1.3 PERCENT).

In 1985 the U.S. Department of Education instituted a new policy of recognizing outstanding adult education and literacy programs by presenting the Secretary's Award to such programs in each of the ten federal regions. Three California programs were recipients of the awards—Sweetwater Union High School District for 1988, Baldwin Park Unified School District for 1990, and Merced Adult School for 1992.

SUNSET REVIEW AND STRATEGIC PLANNING

The adult education program was scheduled to "sunset" on June 30, 1989. As a part of the sunset review process, the State Department of Education studied adult education and submitted a report to the Legislature in March, 1988. The report was then reviewed by the Legislative Analyst's Office. A separate report was submitted in February by the Legislature's Sunset Review Advisory Committee IV.

Adult education was reauthorized for another four years, but the review process identified a number of problems with the delivery of California's

adult education system and included a variety of recommendations to correct the problems. One problem was the inadequate provision of funds across the program, especially in parent education and vocational education programs and programs for persons with disabilities. Another was the lack of equitable access to programs throughout the state because of the historical cap on expenditures and the freeze on start-up of new adult education programs. Although the Department presented data on the effectiveness of the program, the Legislative Analyst found the data to be limited (Office of the Legislative Analyst 1988, 10–13).

As a result, in fall, 1988, State Superintendent Bill Honig appointed a 26-member Adult Education Advisory Committee and charged it with "assessing future needs for adult education, reviewing the performance of existing adult education programs, and proposing a long-term plan that ensures that all California adults have the opportunity to obtain the knowledge and skills that will be needed in coming decades" (Adult Education Advisory Committee 1989, *Adult Education for the 21st Century,* ii). Adult education in California had entered into a strategic planning process. The project was administered by the Adult Education Unit, and consulting services were provided by Pacific Management and Research Associates (PMRA).

THE FOUR GOALS THAT WERE IDENTIFIED FOR PLANNING AN ADULT EDUCATION SYSTEM TO MEET THE NEEDS OF THE FUTURE WERE AS FOLLOWS:

1. IMPROVING ACCESS TO USERS
2. IMPROVING ACCOUNTABILITY
3. IMPROVING PROGRAM QUALITY AND RESPONSIVENESS
4. IMPROVING PLANNING AND COORDINATION

The committee reviewed two background papers prepared for it: *Adult Education Needs for a Changing State: Discussion Paper on Long-term Adult Education and Training Needs in California* (Best 1992) and *The California Adult Education System: Background Paper on the Response of Adult Education Institutions to the Needs of Californians* (Stern 1989). The committee then established long-term planning goals and developed proposals to implement the goals. The goals and proposals were published in the committee's report, *Adult Education for the 21st Century: Strategic Plan to Meet California's Long-Term Adult Education Needs* (1989).

The four goals that were identified for planning an adult education system to meet the needs of the future were as follows:

1. Improving access to users
2. Improving accountability
3. Improving program quality and responsiveness
4. Improving planning and coordination

Fourteen proposals relating to the goals identified the components of a future adult education system (see accompanying box). The proposals were later developed into position papers and work plans by members of the Interim Steering Committee together with staff of the Adult Education Institute for Research and Planning (AEI).

OUTLINE OF RECOMMENDATIONS

IMPROVE ACCESS TO USERS:

(1) Funding to Meet Today's Needs

(2) Funding for Innovation and Performance

(3) Community Adult Education Information Services

(4) EduCard$_{TM}$ (Adult Education Access Card)

(5) Linkage of Support Services to Increase Access

IMPROVE ACCOUNTABILITY:

(6) Procedures for Adjusting Instructional Priorities

(7) Quality Standards and Performance Measures

(8) Integrated Adult Education Data System

IMPROVE QUALITY AND RESPONSIVENESS:

(9) Program and Staff Development Support

(10) Teacher Certification Appropriate to Adult Education

(11) Facilities for the Future

(12) Special Grants to Test Program Innovations

IMPROVE PLANNING AND COORDINATION:

(13) Collaborative Planning

(14) Adult Education Research and Planning Institute

Source: Adult Education Advisory Committee, *Adult Education for the 21st Century: Strategic Plan to Meet California's Long-Term Adult Education Needs* (1989 Edition). Sacramento: California Department of Education, 1989, p. viii.

Another product of the Adult Education Advisory Committee was the *California State Plan for Adult Basic Education, July 1, 1989, to June 30, 1993*, which focused on ways to meet the needs of California's adults for literacy or basic skills and provided a legal basis for receiving federal allocations under the Adult Education Act, Public Law 100-297. The plan, which reiterated the goals and proposals described previously, recommended continued collaboration among California's 1,100 literacy service providers, an increased emphasis on networking and linking through

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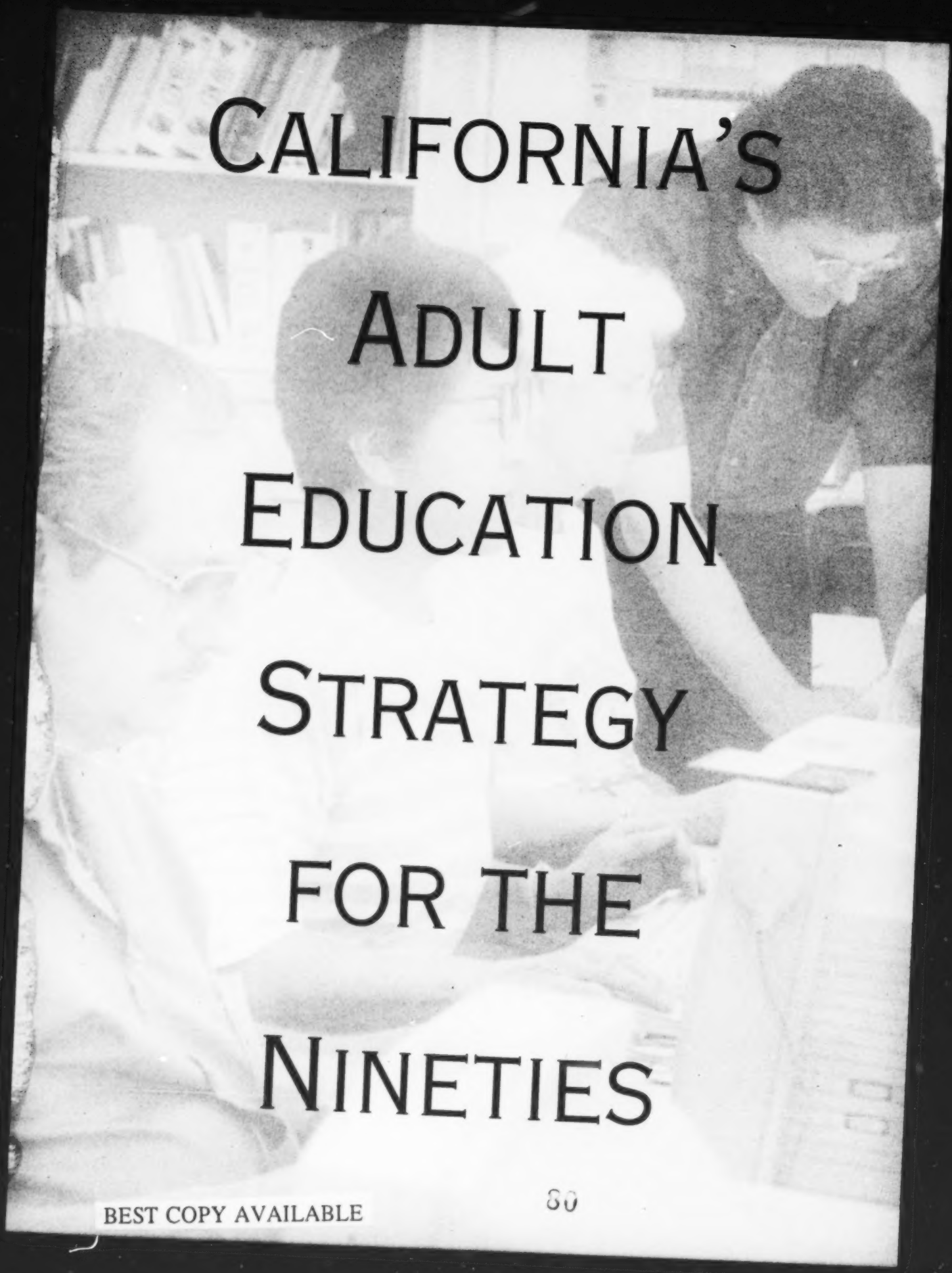
electronic technology the various consortia and providers, refinement of assessment services and procedures, increased funds for literacy education for incarcerated adults, continued support for ESL programs, and increased services for illiterate English-speaking adults (Adult Education Unit 1989, *Executive Summary,* 11–13).

California's adult education community approached the decade of the nineties with energy and with the steps for improving access, accountability, quality, and coordination clearly articulated in both the *Strategic Plan* and the *California State Plan for Adult Basic Education.*



CALIFORNIA'S ADULT EDUCATION STRATEGY FOR THE NINETIES

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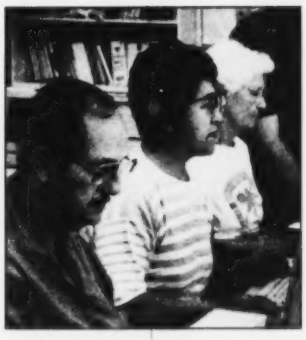


Computer class

CALIFORNIA'S ADULT EDUCATION STRATEGY FOR THE NINETIES

BY THE YEAR 2000 EVERY ADULT AMERICAN WILL BE LITERATE AND WILL POSSESS THE KNOWLEDGE AND SKILLS NECESSARY TO COMPETE IN A GLOBAL ECONOMY AND EXERCISE THE RIGHTS AND RESPONSIBILITIES OF CITIZENSHIP.

U.S. DEPARTMENT OF EDUCATION,
AMERICA 2000: AN EDUCATION STRATEGY

During the nineties adult education in California focused on the attack on illiteracy called for in the report on the state and national education goals. An integral part of the effort to reach the goals was implementation of the strategic and state plans for adult education. Significant initiatives of the nineties that grew out of the state plan included development of model standards for the major program areas, recommendations and manuals for workplace learning, and plans for a collaborative integrated data system.

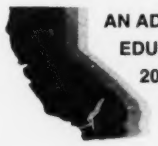
CALIFORNIA EDUCATION SUMMIT

TOWARD A LITERATE CITIZENRY

The attack on adult illiteracy continued to be a state and federal priority in the nineties. In early 1990 State Superintendent of Public Instruction Bill Honig released the report of the California Education Summit. Background papers for the summit restated the statewide gap between the skills and knowledge requirements of the future and the educational attainment of adults in California: "Estimates indicate that shifts in the distribution of ethnic-racial groups could cause the proportion of the California population over age fourteen who have literacy deficien-

cies to increase from an estimated 15.1 percent in 1987 to 18.6 percent in 2020" (California Education Summit 1990, 25).

The summit's report established a goal of decreasing the extent of adult illiteracy by 5 percent per year for each of the next ten years, or reducing the adult illiteracy rate by 50 percent by the year 2000. To accomplish the goal, the report called on the state's education leadership and the Legislature to "forge a bold partnership among key providers and those who need literacy skills to meet future challenges," "provide adequate resources to reduce adult illiteracy," "expand and enhance literacy programs," and "expand the teaching force and enhance staff development" (Ibid., 25–26).



The adult education section of the summit's report, *Meeting the Challenge—The Schools Respond*, called for federal recognition of the adult literacy crisis (p. 26). On April 18, 1991, President George Bush did just that when he released *America 2000: An Education Strategy*, a plan to move every community in America toward national education goals. Goal 5, adult literacy and lifelong learning, states that "by the year 2000, every adult American will be literate and will possess the knowledge and skills necessary to compete in a global economy and exercise the rights and responsibilities of citizenship" (U.S. DOE 1991, 64).

In California, adult education in the early nineties focused on implementing the strategic and state plans to accomplish those education goals.

IMPLEMENTATION OF THE STRATEGIC PLAN

The Adult Education Institute for Research and Planning (AEI) was the federally funded state project responsible for implementing the research and planning portions of California's strategic and state plans for adult education in the early nineties. The contractor for AEI was Pacific Management and Research Associates, whose director was Fred Best. The Adult Education Interim Steering Committee, a policy development group, developed the 14 proposals outlined in the strategic plan into position papers and work plans.

AEI **Adult Education Institute for Research and Planning**

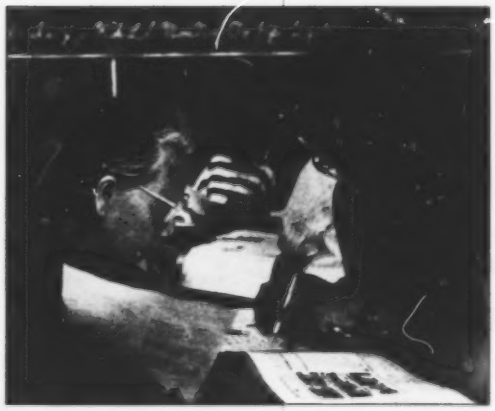
Three major initiatives were pursued in the first part of the decade. One was the development of Learning Networks, which included planning for a statewide adult education database and piloting the use of a learner access card. Another strategic plan initiative was the development of model program standards and program implementation documents for all major program areas. A third involved California's workplace learning initiative.

Learning Networks combined collaborative partnerships with the innovative use of information technology to make learning opportunities

more accessible to adults. The partnerships involved the multiple stakeholders providing adult education in California, including adult schools, community colleges, regional occupational programs/centers, job training programs (e.g., through the Job Training Partnership Act and the Employment Training Panel), community-based organizations, libraries, and volunteer literacy programs. The learning network concept had four components: collaborative planning, a community information service, the learner access card, and an integrated data system.

The first component, implemented in the early nineties, was the collaborative planning process conducted by local consortia composed of instructional providers, public agencies, businesses, and learners. Local planning consortia, with representation from the multiple stakeholders, held meetings in nine areas (Baldwin Park, Cerritos, Merced, Napa, National City, Plumas County, Riverside, Sacramento, and Santa Clara). A statewide coordination system links the learning networks.

The second component, still in the planning stages, is the community information service. The one-stop computerized information center will allow learners, businesses, and public agencies to have easy access to comprehensive, objective, and comparable information about all instructional programs. The user-friendly query system is designed to provide information on program content, time, place, requirements, and modes of instruction (television, lectures, tutorials, and others).



Students in ESL class

The learner access card, designed like a credit-card device with an embedded microprocessor, is the third component. The portable electronic transcripts will use a common format to store educational records, goals, and assessment scores. The cards are intended to assist learners to move easily among programs and to be a symbol of learning opportunity. The learner access card was first used on Thursday, March 5, 1992, in a pilot program at the Calvary Baptist Church in Merced and is still in the pilot stage.

The fourth learning network component, the integrated data system, will support community planning and coordination by storing data and transferring information by way of telecommunications. The plan is for the community system to be linked to a statewide electronic network for sharing data.

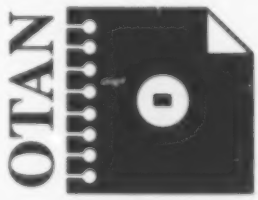
The second major strategic plan initiative was the development of model program standards. Model program standards for adult ESL programs had been under development for several years, and the document *English-as-a-Second-Language Model Standards for Adult Education Programs* was published in 1992. Task forces were convened to develop pro-

gram standards for elementary adult basic skills, secondary adult basic skills, parent education programs, and programs for older adults and adults with disabilities. The task forces included field experts from adult schools and community colleges and staff from both the California Department of Education and the Chancellor's Office of the California Community Colleges.

In the third strategic plan, the California workplace learning initiative, four documents were developed jointly by the California Department of Education and the Chancellor's Office of the California Community Colleges. Members of the initiative's advisory group included representatives from adult schools, community colleges, service providers, labor unions, public television, community-based organizations, and businesses. The documents are as follows: (1) *Workplace Learning: Background Paper for California's Workplace Learning Plan*, a review of workplace learning literature, research, and program experiences throughout the United States; (2) *California's State Plan for Workplace Learning*, 13 interrelated recommendations; (3) *Implementation and Outreach Plan for Workplace Learning*, ways for providers and employers to overcome the barriers to developing workplace learning programs; and (4) *Workplace Learning Provider's Manual: Practical Steps for Developing Programs*, step-by-step procedures for workplace learning providers to use as guidance in developing workplace learning programs.

FEDERALLY FUNDED STATE PROJECTS

In the nineties the California Department of Education used a portion of its federal supplemental funds to support statewide projects on technology development, communication systems, student assessment, and program evaluation. Collaborative programs with professional associations provided staff development for teachers and administrators.



The ***Outreach and Technical Assistance Network*** (OTAN), with Hacienda La Puente Unified School District as contractor and John Fleischman as director, was designed to provide technical assistance, staff training, and information for adult education providers. An important part of OTAN was the field-based direction of staff development through regional resource centers, strategically located in adult education agencies around the state. The number of resource centers varied from five to 11 during the four-year funding cycle. Agencies serving as centers were Baldwin Park Adult School, Grant Joint Union High School District, Hayward Adult School, Merced Adult School, Metropolitan Adult Education Center, Mid-City Adult Learning Center (Los Angeles Unified School District), Rancho Santiago Community College, Riverside Adult School, Sacramento City Unified School District, Sweetwater Union High School District, Ventura Adult School, and Watsonville Adult School.

The OTAN training component involved brokerage of staff development sessions through OTAN's regional resource centers, through training institutes, and by satellite. The staff development topics most frequently sponsored through regional resource centers included assessment, ESL and literacy teaching techniques, learning styles, implementation of technology, and workplace literacy. Serial institutes of two to four training sessions were sponsored by the ESL Teacher Institute or Adult Literacy Instructors' Training Institute (ALIT). In a distance-learning initiative transmitted by satellite, OTAN, in collaboration with Educational Telecommunications Network (ETN), organized the Adult Learning Channel for the delivery of ABE and ESL teacher training. Thirty downlink sites around the state received the telecasts.

OTAN's network component met the communication needs of California's adult educators by providing a statewide electronic mail system for adult educators and by supporting an electronic forum for the exchange of information. The "accessing information" component of OTAN maintained a national network of information sources to make the latest research and innovations in adult education practice available electronically. Other activities included facilitating the development of libraries in OTAN's regional resource centers to serve California's adult educators, developing the California Adult Education Archives (a historical collection useful to practitioners, researchers, and policymakers), collecting VESL and workplace materials developed with public funds and making them available to educators, and providing an Educational Technology Center Library for the dissemination of information on new and emerging technology and learning resources.

CASAS

The ***Comprehensive Adult Student Assessment System*** (CASAS) began in 1980 as a consortium of California adult education agencies supported by federal funds under the Adult Education Act. Its goal was to provide appropriate assessment tools relevant to the life-skills needs of adults in a multicultural society. By the nineties CASAS, still led by Patricia Rickard, had evolved into a nonprofit organization under the auspices of the Foundation for Educational Achievement. CASAS provided learner-centered assessment, curriculum management, and evaluation systems to many public and private education and training programs around the country and housed a data bank of over two million adult learners. In the early nineties the CASAS system was used by more than 1,000 agencies in 49 states.

CASAS continued to play several important roles in California. CASAS assessment instruments were used to monitor student progress and develop a demographic database of students in the agencies receiving federal ABE grants for instructional services. Specialized assessment instruments developed by CASAS were also used for placing students, mea-

suring progress, showing accountability, and collecting demographic information in programs related to the Immigration Reform and Control Act (amnesty recipients), Greater Avenues for Independence (welfare recipients), and the Job Training Partnership Act (job trainees) (CASAS 1992, *Overview*).

The ***Adult Literacy Instructors' Training Institute*** (ALIT), contracted by the Los Angeles Unified School District and directed by Aryola Taylor, was formed as a result of the priority given to improving the quantity and quality of services for English-speaking adults. The purpose of ALIT was to train literacy instructors and coordinators so that they could better address the needs of native English-speaking students studying basic education subjects. The objectives of ALIT were to select and certify a cadre of teacher trainers, develop a process for training trainers for certification, design and conduct statewide and regional workshops for literacy instructors, and write materials to be used in training literacy instructors and coordinators.

The ***ESL Teacher Institute*** continued into the nineties with the Association of California School Administrators as contractor and Mary McMullin as the leader. The focus was on developing new training products, maintaining and expanding the cadre of regional institute trainers, and establishing an ESL mentor-teacher training system. Techniques of cooperative learning were emphasized in developing trainers and in new training products. Through a contract with Longman Publishing Group, the ESL Teacher Institute's field-tested modules were published commercially as *Teacher Training Through Video*.

The California Department of Education collaborated with the California Council of Adult Education (CCAE) and the Association of California School Administrators (ACSA) to sponsor two programs to enhance the leadership skills of adult education administrators. The ***Adult Leadership Training Program***, led by Wally Copeland, each year selected 25 applicants, typically new or aspiring adult education administrators, to begin the three-year program. For the first two years, the participants attended annual summer institutes and half-day sessions associated with three major state conferences: ACSA, CCAE and CBE (competency-based education). The curriculum included management styles, strategic planning, group processes, communication, funds for adult education, legislative process, program standards, staff development, history of adult education, and current trends and issues. Third-year participants developed an independent project.

The ***Executive Development Program*** (EDP), led by Ted Zimmerman, was designed for chief administrators of adult education programs with at least five years' experience. Workshops were held on futuring, paradigm shift, and strategic planning. The Professional Resource

ESL
TEACHER
INSTITUTE

Outreach System (PROS), an outgrowth of EDP, was a network of peer administrators sharing their expertise.

ETI

The ***Evaluation and Training Institute*** (ETI), directed by Cheryl Stecher, was selected by the Adult Education Unit "through a competitive bid process to conduct a formative and summative evaluation of the implementation of the goals of the federal four-year plan for adult education and to provide recommendations for future planning on elements of program content and delivery" (Evaluation and Training Institute 1992, i). ETI conducted written surveys, on-site visits, and telephone interviews; analyzed the data; and provided annual summary reports to the Adult Education Unit, including conclusions and recommendations that had significant effects on the development of the other federally funded projects.

ADULT EDUCATION REFORM LEGISLATION OF 1992

The 1991-92 California legislative session saw the passage of the most significant package of adult education reform legislation since funding formulas for adult education were designed in the fifties. The Adult Education Unit convened a blue-ribbon committee to study a number of issues and to recommend legislative solutions. The issues were (1) the inequitable range (approximately $1,500 to $3,000 per unit of a.d.a.) of adult education apportionment among districts; (2) the freeze on the start-up of new adult education programs and a corresponding need for new programs; (3) the challenge to implement alternative and innovative delivery systems as set forth in the strategic plan; (4) the need to respond to perceived abuses in the implementation of the concurrent enrollment program; and (5) the need to protect funds for adult education in a recession economy.

The committee drafted legislation, and a sponsor was found to carry the bill in the 1990-91 session. Concurrently, CCAE and ACSA sponsored other forms of adult education reform legislation. At the insistence of the chairs of both the Assembly and the Senate Education Committees, and following much negotiation, the three bills were amended and ultimately cojoined (passage of each was linked to passage of the other two). The Department of Education, the professional associations, and the major adult education programs forged a strong coalition, which ultimately saw that the bills were passed and were signed by the Governor in 1992 (AB 1321 [Wright], Ch. 1193, Stats. 1992; AB 1891 [Woodruff], Ch. 1195, Stats. 1992; AB 1943 [Lee], Ch. 1196, Stats. 1992). Most provisions became effective July 1, 1993.

Several provisions of the bills addressed issues related to concurrently enrolled high school students. High school students may no longer be enrolled in adult education courses for older adults, handicapped adults, and

apprentices or in adult education programs in health and safety and home economics. Before a student's initial enrollment in an adult education course, the student's school record must include written documentation of a counseling session with the pupil, a certificated representative of the high school, and the pupil's parent or guardian, and a statement that the enrollment is voluntary, to "enhance the pupil's progress toward meeting the educational requirements for graduation from high school" (AB 1321 Wright). All adult education courses must be listed in the district's catalog of adult education classes provided to the public and be under the supervision and jurisdiction of the adult education administrator. Adults must have priority over other students for admission to any adult education class before the publicized enrollment period. No course required for high school graduation or necessary to maintain satisfactory academic progress may be offered exclusively through the adult education program, and all enrollments must be for sound educational purposes. All teachers of adult education classes must be part of the adult school faculty and under the direct supervision of the adult education director. School districts are prohibited from claiming apportionment for high school pupils enrolled in adult education courses in physical education, driver's training and education, music, band, drama, preparation of a school yearbook or newspaper, summer camps for athletics, cheerleading, student government, or extracurricular student clubs.

Start-up of new programs was another important issue addressed by the new legislation. Districts that had not operated or received funds for an adult education program in the preceding year and which entered into a delineation of functions agreement with the community college could now apply to the Department of Education for approval to start a new adult education program. These new programs are required to give priority to elementary and secondary basic skills, ESL, and citizenship programs. Assembly Bill 1891 set aside $4.25 million in 1993-94 and an additional $4.25 million in 1994-95 for the start-up of new programs. Approximately 160 new programs were added to the more than 220 existing kindergarten-through-grade-twelve adult school programs. In 1993 California had a total of 405 unified or high school districts, and nearly all supported adult schools.

START-UP OF NEW PROGRAMS WAS ANOTHER IMPORTANT ISSUE ADDRESSED BY THE NEW LEGISLATION.

Provisions of the new bills also addressed distribution of funds for adult education. Beginning in 1993-94 a new adult revenue limit would be calculated for every district; the new limits would be an average weighted by the respective a.d.a. of the district's current adult revenue limit, the district revenue limit, the independent study revenue limit, and the revenue limit for supplemental adult a.d.a. The new adult revenue limits would be either increased over two years to a floor of $1,775 per unit of a.d.a. or decreased over three years to a ceiling of $2,050 per unit of a.d.a. No

allowance for growth would be provided until 1995-96, and no cost-of-living adjustment would be given until 1996-97. The new cost-of-living adjustment would be distributed on a sliding scale, with low-revenue-limit districts receiving the larger percentage increase. At the same time a cap on the a.d.a. of concurrently enrolled students would be set at no more than 10 percent of the district's a.d.a. of students in grades nine through twelve. To help districts which exceeded this figure, the excess a.d.a. would be reduced an equal amount over three years.

The bills were revenue neutral as there was no additional General Fund cost and only existing sources of adult education funds would be used to fund the new revenue limits and the new programs. If those funds were found to be insufficient, the funding of equalization would be "deficited" (reduced by the percentage of the shortfall), and, conversely, any excess funds would be distributed to districts for expansion of existing adult education programs. The provisions regarding percentages of direct and indirect expenditures that school districts were able to charge against the Adult Education Fund proved to be controversial and had to be revised in legislation the following year.

The legislation also addressed alternative and innovative delivery systems. Adult independent study became a part of the adult education program commencing in January, 1993. The a.d.a. divisor was 525, and districts were prohibited from claiming district apportionment for independent study for adults beyond the adult education revenue limit. Districts were encouraged to apply for permission to use up to 5 percent of the adult education entitlement for "adult education innovation and alternative instructional delivery" (AB 1943 Lee).

With the passage of the reform legislation, the fiscal framework was in place for the provision of adult education services in California into the twenty-first century.

A Look Forward to Adult Education in 2000

The National Adult Literacy Survey (NALS), a nationwide study of adult literacy released in 1993, demonstrated the continuing educational challenges that face California as its citizens need to live and work in a society that grows more technological every day. More than 26,000 persons sixteen years and older were assessed on tasks related to prose, documents, and quantitative reading at five levels of complexity. Approximately half the adults tested scored in the two lowest categories, demonstrating low levels of literacy that would limit their use of print to learn, achieve goals, and function in society. As might be predicted, those with the lowest literacy levels were disproportion-

ately more likely to be immigrants, have fewer years of education, have a disabling condition, be an older adult, or be in prison.

What will the adult classroom of California in the year 2000 look like? It may consist of a portable computer, a television, or a van. It may be located in a school, a college, a storefront, a community center, a hospital, a prison, or a factory. Skills centers will be in any location, as close to the people as possible. On arrival at the center, learners will present their Adult Education Access Card to access their individual education records. These events will be possible through the increased collaboration of multiple stakeholders.

California's adult schools may look different in 2000; but as they change in response to the needs of a changing society, they will be carrying on a proud tradition. From that one San Francisco classroom in 1856, a multiple-provider system has grown, meeting the challenge and serving the needs of more than two million adults every year.

APPENDIXES

APPENDIX A

STATE SUPERINTENDENTS OF PUBLIC INSTRUCTION, CALIFORNIA DEPARTMENT OF EDUCATION

John G. Marvin	**1851–1853**
Paul K. Hubbs	1854–1856
Andrew J. Moulder	**1857–1862**
John Swett	1863–1867
Oscar P. Fitzgerald	**1867–1871**
Henry N. Bolander	1871–1875
Ezra S. Carr	**1875–1879**
Frederick M. Campbell	1880–1882
William T. Welcker	**1883–1886**
Ira G. Hoitt	1887–1890
James W. Anderson	**1891–1894**
Samuel T. Black	1895–1898
Charles T. Meredith	**1898**
Thomas J. Kirk	1899–1906
Edward Hyatt	**1907–1918**
William C. Wood	1919–1927
William J. Cooper	**1927–1929**
Vierling Kersey	1929–1937
Walter F. Dexter	**1937–1945**
Roy E. Simpson	1945–1962
Max Rafferty	**1963–1970**
Wilson Riles	1971–1982
Bill Honig	**1982–1993**
William Dawson (Acting)	1993–1994
Delaine Eastin	**1995-**

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APPENDIX B

ADULT EDUCATION MANAGEMENT IN THE CALIFORNIA DEPARTMENT OF EDUCATION

Ethel Richardson Allen 1919–30

Assistant Superintendent, Americanization *1919–26*
Chief, Division of Adult Education *1926–30*

Edna Strangland Kasch 1930

Chief, Division of Adult Education

L. B. Travers 1930–34

Chief, Division of Adult Education

George C. Mann 1934–56

Chief, Division of Adult Education *1934–45*
Chief, Bureau of Adult Education *1945–56*

E. Manfred Evans 1942–45

Acting Chief, Division of Adult Education

Stanley E. Sworder 1956–70

Chief, Bureau of Adult Education

Eugene M. DeGabriele 1970–74

Chief, Bureau of Adult Education *1970–72*
Program Administrator, Adult Education *1973–74*

Roy W. Steeves 1967–75

Consultant and State Director of Adult Basic Education *1967–73*
Program Administrator, Adult Education, and
State Director of Adult Education *1974–75*

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Xavier A. Del Buono 1974–86

Deputy Superintendent of Public Instruction *1974–83*
Manager, Adult and Community Education *1974–82*
Director of Vocational Education, Division of Vocational and Continuing Education *1983*
Deputy Superintendent for Specialized Programs *1984–86*

Donald A. McCune 1975–86

Director, Adult Education Field Services Division *1975–83*
Director, Division of Adult, Alternative, and Continuation Education Services *1983–86*
State Director of Adult Basic Education *1975–84*

Claude G. Hansen 1984–88

Manager, Adult Education Program Services Unit *1984–88*
State Director of Adult Basic Education *1985–86*

Gerald H. Kilbert 1986–1995

Acting Director, Division of Adult, Alternative, and Continuation Education Services; and Acting State Director of Adult Education *1986–87*
Director, Youth, Adult, and Alternative Educational Services Division; Assistant Superintendent; and State Director of Adult Education *1987–1995*

Raymond G. Eberhard 1988–

Administrator, Adult Education Unit *1988–93*
Administrator, Adult Education Policy and Planning Unit *1993–*

Albert N. Koshiyama 1993–94

Administrator, Adult Education Field Services Unit *1993–94*

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APPENDIX C

ADULT EDUCATION CONSULTANTS IN THE CALIFORNIA DEPARTMENT OF EDUCATION

(PARTIAL LISTING)

1960s

Roland K. Attebery
Milton Babitz
Warren W. Brenner
Patricia H. Cabrera
Robert C. Calvo
John H. Camper
Eugene M. DeGabriele
Edward J. Goldsmith
Donald M. Grimes
James Hall
Lawrence E. Koehler
Joe L. Simms
William J. J. Smith
James L. Toogood
Theodore H. Zimmerman

1970s

Thomas J. Bauer
Harry Bigelow
Warren W. Brenner
Robert C. Calvo
John H. Camper
Saundra Davis
Raymond G. Eberhard
Robert E. Ehlers
Glenn Farrell
Ralph Fox
Donald M. Grimes
James D. Hall
Carl D. Larsen
James S. Lindberg
Marian Marshall
Irvine Purdy
Joe L. Simms
William J. J. Smith
Richard L. Stiles
James L. Toogood

1980s

Thomas J. Bauer
Robert C. Calvo
Edda Caraballo-Browne
Doug Clark
Juliet Crutchfield
Raymond G. Eberhard
Robert E. Ehlers
Carlos F. Gonzales
Mary Lou Hill
Carl D. Larsen
James S. Lindberg
Marion G. Marshall
Albert L. Metzler
Jim Nicholson
Joe L. Simms
Lynda T. Smith
Richard L. Stiles
William Waroff
Gail Zittel

1990s

Lynn Bartlett
Thomas J. Bauer
Edda Caraballo-Browne
Juliet Crutchfield
Robert E. Ehlers
Melinda Jan-Flanders
James S. Lindberg
Morry Lindros
Bill Popkes
Jay Rollings
Lynda T. Smith
Richard L. Stiles
Wolfgang von Sydow
Peter Wang

APPENDIX D
CALIFORNIA PRESIDENTS OF PROFESSIONAL ORGANIZATIONS IN ADULT EDUCATION

Association of California School Administrators (ACSA)— State Adult Education Committee Chairs

1972-73	Robert Rupert
1973–76	Thomas Damon
1976–79	Jean Estes
1979–82	Lee Clark
1982–85	Will Hopp
1985-86	Corinne Price
1986–89	Robert Benbow
1989–92	Noreen Hanna
1992-93	Bill Vernon
1993-94	Jan Hannigan

California Association of Adult Education Administrators (CAAEA)

1932–35	John Carpenter
1935–37	C. L. vanderBie
1937–39	George Trout
1939–40	Guy Garrard
1940–41	Helen Ward
1941–43	David L. MacKaye
1943–44	William S. Kellog
1944–47	Dave Greene
1947–49	Phillip M. Ferguson
1949–50	Edward H. Redford
1950–51	Robert K. Lloyde
1951–52	Wesley M. Pugh
1952–53	E. Manfred Evans
1953–54	John M. Bowersox
1954–55	H. W. Heyl
1955–56	Ernest F. Lundeen
1956–57	Kenneth S. Imel
1957–58	E. D. Goldman
1958–59	Edwin L. Martin
1959–60	Maurice G. Reetz
1960–61	Carl H. Read
1961–62	Dalton Howatt
1962–63	Louise W. Heyl
1963–64	C. Edward Pedersen
1964–65	Wiley D. Garner
1965–66	Harvey B. Rhodes
1966–67	Samuel G. Warren
1967–68	Raymond T. McCall
1968–69	William J. Johnston
1969–70	A. Warren McLaskey
1970–71	Abram Friedman

California Council for Adult Education (CCAE)

1944–46	David MacKay
1945–48	Louise W. Heyl
1948-49	Neil B. Neal
1950	Lauro De Rojas
1951	Frances M. Richards
1952	Wesley Pugh
1953	Audrey Batchelor
1954	Guy Garrard
1954-55	Harold Story
1956	Raymond Sanders
1957	Cynthia Reynolds
1958	C. Edward Pedersen
1959	Raymond Capps
1960	John MacFaddin
1961	C. Les Pollard
1962	Donald Hevenor
1963	Judson P. Bradshaw
1964	Myrtle L. Lord
1965	Raymond T. McCall
1965-66	Dorothy R. Barron
1966-67	Wallace B. Webster
1967-68	Nelda Booras
1968-69	Arthur McIntyre
1969-70	E. Charles Neinitz
1970-71	Roland E. Attebery
1971-72	Wilbur L. Fellows
1972-73	Berenice M. Crust
1973-74	Donald L. McColm
1974-75	J. Kenneth Ditty
1975-76	James Barton
1976-77	Bert L. Watson, Jr.
1977-78	Alice Leight (Gimbrone)
1978-79	David Eshelman
1979-80	Marilyn Matthews
1980-81	R. Kelly McCornak
1981-82	Clarence Stanfield
1982-83	Charles Peterson
1983-84	Camille V. Wickland
1984-85	Donald Roth
1985-86	Catherine M. Leps
1986-87	Leland Powers
1987-88	Pat Reed
1988-89	William Stitt
1989-90	Walter Popkin
1990-91	Richard F. Whiteman
1991-92	Roland Braga
1992-93	Collette Fleming
1993-94	Holda Dorsey

National Association of Public and Continuing Adult Education (NAPCAE) (formerly NAPSAE, now the American Association for Adult and Continuing Education)

1952-53	E. Manfred Evans
1958-59	E. D. Goldman
1962-63	Robert F. Schenz
1965-66	J. Richard Smith
1969-70	Raymond T. McCall
1972-73	Judson P. Bradshaw
1978-79	Thomas Damon
1979-80	Robert Rupert

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APPENDIX E

CALIFORNIA ADULT EDUCATION ENROLLMENT STATISTICS

Number of students enrolled in classes for adults in California public schools

1930-31[a]	345,565	1953-54	836,637
1931-32	341,337	1954-55	877,117
1932-33	241,525	1955-56	893,352
1933-34	273,831	1956-57	955,175
1934-35	314,915	1957-58[b]	859,756
1935-36	334,566	1958-59	899,960
1936-37	346,753	1959-60	932,443
1937-38	415,232	1960-61	1,000,072
1938-39	487,994	1961-62	1,031,420
1939-40	497,396	1962-63[c]	1,400,000
1940-41	674,431	1963-64	1,500,000
1941-42	979,778	1964-65	1,650,000
1942-43	850,020	1965-66	1,700,000
1943-44	635,040	1966-67	1,800,000
1944-45	528,000	1967-68[d]	1,984,736
1945-46	511,528	1968-69	2,097,230
1946-47	674,000	1969-70[e]	1,285,577
1947-48	750,000	1970-71	1,232,480
1948-49	857,316	1971-72[f]	1,310,162
1949-50	879,384	1972-73	1,461,145
1950-51	944,122	1973-74	1,661,341
1951-52	886,305	1974-75	1,992,089
1952-53	861,423	1975-76	2,194,322

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1976-77	2,335,273	1985-86	1,637,658
1977-78	2,588,699	1986-87	1,724,375
1978-79[g]	1,804,771	1987-88	1,726,152
1979-80	1,804,331	1988-89	1,864,227
1980-81[h]	1,536,318	1989-90[i]	1,972,328
1981-82	1,525,881	1990-91	1,600,979
1982-83	1,574,814	1991-92	1,835,566
1983-84	1,508,805	1992-93	1,412,321
1984-85	1,614,400		

a. Figures for the years 1930-31 through 1956-57 include adults enrolled in elementary school, high school, and junior college programs and are found in Mann et al. (1957, 27, 33). No additional research was done.

b. Figures for the years 1957-58 through 1961-62 include adults enrolled in unified school districts, high school districts, and junior college programs and represent a different method of calculation, making comparisons difficult. The figures are a combination of the October and March reports detailed by Magnuson and Tashnovian in articles titled "Enrollment in California Public Schools . . . ," appearing twice a year in *California Schools* (vols. 29–32).

c. Statistics for 1962-63 through 1966-67 continue to include community college figures and represent an estimate calculated by the Bureau of Adult Education after the October and March reports were studied. These figures were reported by Bureau Chief S. E. Sworder in articles printed in *California Schools* (vols. 32–33) and *California Education* (vols. 1–3). The 1966-67 figures are found in a memo to the field now preserved in the California State Archives, Chief of the Bureau of Adult Education's file.

d. Statistics for 1967-68 and 1968-69 are estimated figures derived by doubling the fall enrollment figures in a report by the California State Department of Education (1970, 25); the document is located in the California State Library.

e. The large drop in numbers beginning in 1969-70 represents the removal of the community college figures. Statistics for 1969-70 and 1970-71 are found in DeGabriele [1971].

f. Figures for 1971-72 through 1977-78 are reported in Adult Education Ad Hoc Advisory Committee (1979).

g. Figures for 1978-79 through 1979-80 were reported to the field by the Adult Education Field Services Division in Adult Education fact sheets. Figures from 1978 show the steep drop in adult education enrollments following the passage of Proposition 13.

h. The current CBEDS system of reporting Adult Education enrollment data began in 1980 and represents unduplicated enrollees, as opposed to class enrollments (which may be duplicated).

i. Statistics for 1989-90 and 1990-91 include concurrently enrolled high school students.

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APPENDIX F

TIME LINE OF SIGNIFICANT EVENTS IN ADULT EDUCATION IN CALIFORNIA

1856	• The first adult evening school opened in the basement of St. Mary's Cathedral, San Francisco.
1872	• Sacramento Adult Evening School began.
1879	• A provision was added to the state constitution authorizing day and evening elementary, secondary, technical, and normal or teachers' schools.
1885-86	• Los Angeles, Oakland, and San Jose began evening schools.
1891	• The union high school district law was passed.
1902	• The state constitution was amended to ensure support of high schools.
1907	• The courts ruled to give evening high schools the same status as regular high schools and the right to exist as separate legal entities. The Legislature authorized postgraduate courses in high schools.
1910	• The first public junior college in California opened in Fresno.
1911	• The first private junior college, Los Angeles Pacific College, was established.
1912	• *San Francisco* v. *Hyatt* upheld the four-hour minimum day for state funding of evening students.
1913	• The appointment of a commissioner of vocational education was authorized, with Edwin R. Snyder as the first commissioner.
1914	• The federal Smith-Lever Act was passed for the support of agricultural education.
1915	• The Home Teacher Act was signed into law by Governor Hiram Johnson through the efforts of Mary Gibson. It provided for instruction of children and adults in their homes. • World War I gave impetus to English-for-foreign-born and citizenship classes.
1917	• Legislation authorized regular day high schools to maintain special day and evening classes for persons eighteen through twenty-one years not attending day school. • The federal Smith-Hughes Vocational Education Act was passed.
1919	• The Part Time Education Act mandated continuation education for minors and basic education classes for adults. • Adult education was recognized at the state level by the appointment of Ethel Richardson as Assistant Superintendent of Public Instruction in charge of Americanization.

1920	• Seventy-four thousand students enrolled in adult education statewide.
1921	• Legislation required high school districts to offer Americanization classes when requested by 25 or more people—the first such mandated program, one still in effect. • Extensive training programs for teachers of adults were initiated. • A law providing for independent union college districts was passed, and Modesto formed the first junior college district. • The American Association of Junior Colleges was formed.
1926	• The Department of Parent Education was formed in the California State Department of Education. • The first State Plan for Adult Education was presented by Ethel Richardson at Asilomar. • The California Association for Adult Education was formed and existed until 1937.
1927	• The Division of Adult Education was formed, with Ethel Richardson Allen as its first chief.
1931	• The "Dorsey Report" was the first in a series of examinations of adult education and gave the rationale for public support. The report suggested that tuition be charged for certain courses that were not academic or vocational in nature. No tuitions were mandated by the Legislature at this time.
1933	• During the Depression the State Emergency Relief Administration established a program of Adult Education. Adult programs sponsored by the Works Progress Administration provided work for unemployed teachers. Evening high schools were organized for the Civilian Conservation Corps.
1936	• Public support of adult education was questioned in the Legislature. The State Board of Education thereafter adopted the regulation that each class in adult education must have an educational purpose and that the class period must be devoted to instruction.
1937	• The federal George-Deen Act extended vocational education.
1940	• Adult enrollment in California was more than 500,000 in a population of five million (one in 10 adult Californians was taking a class).
1941	• Enrollment swelled to more than 900,000 because of national defense classes, military training classes, and preemployment training. • Separate evening junior colleges were authorized.
1944	• Legislation was passed permitting tuition to be charged in adult education, except for classes in English as a second language, citizenship for foreigners, and elementary subjects. • The California Council for Adult Education was formed.

1946	• The State Board of Education placed limitations on physical education classes and forums. It also set requirements for the appointment of adult education principals according to the size of the program.
1947	• New financing methods made it advantageous for school districts to have large adult programs, and adult education began to grow again.
1950	• Adult education enrollment topped 900,000.
1953	• The Legislature attempted to curtail financial support for adult education. Classes for *defined adults* were supported at a lower rate.
1957	• The Bureau of Junior College Education was formed.
1960	• Under the Donohoe Act, California Master Plan for Higher Education, junior colleges were made a part of postsecondary education. The Coordinating Council for Higher Education was established. • More than one million people participated in adult education in California.
1962	• The Western College Association became the Western Association of Schools and Colleges (WASC) and took over as an accrediting agency. Separate commissions for high schools, junior colleges, and colleges and universities were established. • The federal Manpower Development and Training Act (MDTA) provided funds to train unemployed low-skilled workers.
1963	• All statutes dealing with junior colleges were placed in a separate section in the *Education Code*. • The federal Vocational Education Act (VEA) was passed to assist youths and adults who need to upgrade their education and skills and those who are educationally handicapped.
1964	• Adult education legislation was included in the federal Economic Opportunity Act under Title II B. • The first [federal] California State Plan for Adult Basic Education was formulated.
1965	• Enabling legislation was passed establishing Regional Occupational Centers (ROCs). • Oakland established the Neighborhood Centers Adult School, the first wholly decentralized adult education program in California.
1966	• The federal Adult Education Act was passed to assist persons whose lack of basic skills kept them from getting or retaining jobs.
1967	• The Work Incentive Plan (WIN) established under the Social Security Amendments provided employment training for adults. • The Stiern Act created the Board of Governors of California Junior Colleges.
1968	• Junior colleges were removed from the State Board of Education's governance. • Legislation authorized a ten-cent tax for adult education. • Legislation was passed permitting Regional Occupational Programs (ROPs).

1972	• The State Department of Education was reorganized, and the Bureau of Adult Education disappeared. • "Delineation of function" legislation was passed to help resolve growing conflicts between high school district and community college adult education programs.
1975	• More than 2,000,000 students enrolled in adult education programs in California. • Governor Jerry Brown placed a 5 percent cap on growth of adult education programs and community colleges. • Assembly Bill 1821 established Regional Adult Vocational Education Councils (RAVECs). • The Adult Performance Level (APL) Project report was published on the functional competency approach to adult literacy. • Federal adult basic education (ABE) funds were used in California to encourage the development of competency-based adult education projects. • The end of the Vietnam War led to a wave of Southeast Asian refugees needing educational services.
1977	• The Adult Education Ad Hoc Advisory Committee, activated by the California State Department of Education, developed the first strategic plan for adult education.
1978	• Proposition 13 (property-tax reform initiative) was passed by California voters. • Legislation was passed limiting the types of classes to be funded by the state and putting a cap on the amount of a.d.a. to be funded by the state. Funds for adult education were a part of block grants to districts. There was a dramatic decrease in adult education enrollments and an increase in the number of classes partially or totally funded by student fees.
1979	• Assembly Bill 8 established eight mandated program areas in adult education and established caps on growth and cost-of-living adjustments (COLAs) for adult schools. Separate adult education revenue limits were established according to 1977-78 levels of funding.
1980	• The Adult Education Policy Commission (Behr Commission) was created to prepare policy recommendations on delineation of functions, revenue, and fiscal parity in adult education in community colleges and kindergarten-through-grade-twelve adult schools. • The California Adult Student Assessment System was established.
1982	• Legislation increased the number of adult education program categories to ten. • Local educational agencies in California receiving supplemental monies under the Adult Education Act were required by the California state plan to implement CBAE practices. • All adult education support projects receiving funds through Section 310 of the Adult Education Act were to focus on the components of CBAE.
1983	• The California Literacy Campaign began.

1984	• The Commission for the Review of the Master Plan for Higher Education was created.
1985	• The Legislature enacted Greater Avenues for Independence (GAIN) legislation prescribing educational programs for recipients of Aid to Families with Dependent Children (AFDC).
1986	• The federal Immigration Reform and Control Act (IRCA) caused explosive growth in adult ESL programs for the succeeding four school years because of its education requirements for amnesty recipients.
1988	• The Proposition 98 initiative mandated a priority for providing adequate funds for education. • The sunset review of adult education was in process. The Adult Education Advisory Committee was appointed, and it developed the *Strategic Plan to Meet California's Long-term Adult Education Needs.*
1990	• OTAN Online, an electronic communication system linking California adult education service providers, was established.
1991	• National adult literacy needs were recognized in Goal 5 of the report *America 2000.*
1992	• The California adult education access card was first used on March 5 in Merced. • *English-as-a-Second-Language Model Standards for Adult Education Programs* was published. • Adult education reform legislation was passed, including provisions for the first start-up of new adult schools since the passage of Proposition 13; funds designed to alleviate apportionment inequalities; changes in the regulation of concurrently enrolled students; and alternative and innovative delivery systems.

APPENDIX G

FEDERAL ADULT EDUCATION PROJECTS

The following special projects were and are financed with federal funds under sections 309, 310, and 353 of the Adult Education Act, Public Law 100-297 (formerly PL 91-230), as amended:

Years Funded	*Project*	*Contractor*
1975–1976	Development of a Bilingual Living Skills Curriculum	Montal Education Associates
	Process of Educating Adults in Reading-Language	Far West Laboratory
	Survival English	Fairfield-Suisun Unified School District
1975–1978	Adult Basic Education Comprehensive Institute	San Diego State University
	Teacher Training Project in Adult Basic Education	California State University, Fullerton
1975–1979	Watts ABE Outreach Program	Los Angeles Unified School District
1976–1977	Reading Vocabulary in Action: A Basic Writing Program	Los Angeles Unified School District
	Student Centered Analysis of Need (SCAN)	Elsinore Union High School District
1976–1978	Community Organization to Optimize Learning (COOL)	Elsinore Union High School District
	Video Tape Bank—ESL/ABE Classroom Strategies	Palomar College
	A Special Experimental Demonstration Project: An Educational Training Program for Filipino-Americans	Philippine-American Cultural and Educational Society of Sacramento (PACESS)
	Special Experimental Demonstration and Teacher Training—Needs Assessment Model	Spanish Speaking Unity Council
1976–1980	California Adult Competency Education (CACE)	San Francisco State University
	A Model ABE/ESL Information Collection and Dissemination System (ICDS) to Implement an Adult Performance Level Program	San Diego Community College District

This list is derived from Miller 1991, Appendix I, "California Adult Education: Special Projects."

Years Funded	*Project*	*Contractor*
1976–1981	A Functional Competency-Based Curriculum for Adult Basic Education/Competency-Based Live-Ability Skills (CLASS)	Clovis Unified School District
1977–1978	Competency-Based/APL Staff Training Project	Northwest Regional Educational Laboratory
	Urban Test Site for COOL	Riverside Unified School District
1977–1979	APL Game Plan	Elsinore Union High School District
	Community Education ABE/ESL Recruiting Project	Vista Unified School District, Santa Maria Joint Union High School District, and Bassett Unified School District
1977–1980	Integrated Competency-Based Bilingual Vocational ESL	Chinatown Resources Development Center
1977–1981	Adult Education Staff Development	Association of California School Administrators (ACSA), California Council on Adult Education (CCAE), and California Adult Basic Education League (CABEL)
	Competency-Based Adult Diploma Project	Los Angeles Unified School District
1978–1979	Diagnostic/Prescriptive Strategies for Students with Learning Disabilities	Berkeley Unified School District
	Teaching Reading In-service Program (TRIP)	Fremont Union High School District
	Recruiting and Retaining Low-Literate ABE/ESL Students Through Outreach and Peer Tutoring	San Diego Community College District
1978–1980	Special Experimental Demonstration Tutored Videotape Instruction for Adult Basic Education	College of the Desert
	Funny Bone Family Saga	Elsinore Union High School District
1978–1981	Needs Assessment of Adult Basic Competencies in California	NOMOS Institute

Years Funded	*Project*	*Contractor*
1979–1980	A Vocational Education Approach to English as a Second Language	Ceres Adult School
	The Missing Link	Elsinore Union High School District
	CALCOMP Projects	Clovis Adult School, Hacienda La Puente Unified School District, Los Angeles Unified School District, Montebello Adult School, Salinas Adult School, San Diego Community College District, and San Francisco Community College District
1979–1981	Diagnostic Reading Test for ESL Students	Fremont Union High School District
	Techniques for Effective Language Learning (TELL)	Grossmont Union High School District
	Innovative Application of Samoan Culture to Adult Education Approach	Office of Samoan Affairs
1980–1981	La Familia: A Family Education/Interagency Project for Rural and Limited-English-Speaking Families in California	Butte County Schools Office
	Vocational ESL Staff Development Project	Chinatown Resources Development Center, Inc.
	ESL Outreach Program for Unemployed and Underemployed Adults: A Partnership with Industry	Fremont Union High School District
1980–1982	Telecentered Learning Experiences (TELex)	Elsinore Union High School District
	ESL Staff Development/ABE-ESL Staff Development	Association of California School Administrators

Years Funded	Project	Contractor
1980–1985	California Adult Student Assessment System (CASAS)	San Diego Community College District, Continuing Education Centers CALCOMP project sites listed under 1979–1980 as well as the following were the original consortium districts: Alhambra Adult School, Burbank Adult School, Pajaro Valley Unified School District, San Jose Unified School District, and Vallejo City Unified School District. Consortium membership grew to approximately 40 agencies.
1981–1982	Cultural Awareness Training Project	Chinatown Resources Development Center, Inc.
1981–1988	Dissemination Network for Adult Educators (DNAE)	Association of California School Administrators
1982–1988	Competency-Based Adult Education Staff Development	San Francisco State University
1985–1994	ESL Teacher Institute Adult Education Leadership Training Programs	Association of California School Administrators California Council for Adult Education
1986–1989	Comprehensive Adult Student Assessment System (CASAS)	San Diego Community College District Foundation, Inc.
1988–1989	CBAE Regional Demonstration Sites	Hacienda La Puente Adult Education

Years Funded	*Project*	*Contractor*
1990–1994	Adult Education Institute for Research and Planning (AEI)	Pacific Management and Research Associates
	Executive Development Program (EDP)	Association of California School Administrators
	Outreach and Technical Assistance Network (OTAN)	Hacienda La Puente Adult Education
1990–1995	Adult Literacy Instructors' Training Institute (ALIT)	Los Angeles Adult and Occupational Education
	Comprehensive Adult Student Assessment System (CASAS)	Foundation for Educational Achievement
	Evaluation of Four-Year Plan	Evaluation and Training Institute (ETI)
1994–1996	Staff Development Institute (SDI)	Sacramento County Office of Education
1994–1997	Outreach and Technical Assistance Network (OTAN)	Sacramento County Office of Education

APPENDIX H
THE CALIFORNIA ADULT EDUCATION ORAL HISTORY REPOSITORY

The California Department of Education has begun an oral history project. Adult education leaders are interviewed to preserve their recollections of the significant events and issues that shaped the development of adult education.

Interviews with five leaders were conducted by Linda L. West in 1992 and 1993. The cassette tape recordings were transferred to reel-to-reel format, and full transcripts were typed and indexed. The tape and bound transcripts have been deposited in the California State Archives, where they are available for researchers.[1] The names of the people interviewed and a brief outline of their careers are as follows:

1. **Roland K. Attebery,** Consultant, Adult Education. Interviewed in San Jose in 1992.
   - Career in adult education, 1962–present
   - Adult School Principal: San Jose Unified School District; Hanford Joint High School District
   - Adult Education Instructor: Fresno State College
   - Consultant: Bureau of Adult Education, California State Department of Education
   - Past President: California Council for Adult Education
2. **Judson P. (Jud) Bradshaw.** Interviewed in San Diego in 1992.
   - Career in adult education, 1950–1980
   - Adult Education Instructor: San Diego State University, Extension Division
   - Director, Adult and Continuing Education: San Diego Community College District
   - Adult School Principal: San Diego Unified School District
   - Past President: California Community College Continuing Education Association; National Association of Public and Continuing Adult Educators; California Council for Adult Education
3. **Louise S. Dyer.** Interviewed in San Diego in 1992.
   - Career in adult education, 1964–1990
   - Adult Education Instructor: San Diego Community College District
   - Member, Board of Trustees: San Diego Community College District
   - Member, Board of Education: San Diego Unified School District

[1] At the time of publication of this book, the California State Archives is temporarily located in Roseville, pending completion of the new building in Sacramento.

4. **Thomas J. (Tom) Johnson,** Consultant, California Department of Education. Interviewed in La Puente in 1993.
   - Career in adult education, 1956–1993
   - Assistant Superintendent, Adult and Alternative Education: Hacienda La Puente Unified School District
   - Adult Education Director: Hacienda La Puente Unified School District (formerly La Puente Union High School District)
   - Instructor in Adult and Career Education: California State University, Los Angeles; University of California, Santa Barbara

5. **Theodore H. (Ted) Zimmerman,** Consultant, Adult, Alternative, and Vocational Education. Interviewed in Bermuda Dunes in 1992.
   - Career in adult education, 1962–present
   - Director, Vocational/ROP Programs: Riverside County Office of Education
   - Director, Employment Preparation Centers and Programs: Los Angeles Unified School District
   - Assistant Superintendent: Desert Sands Unified School District, Indio; Garden Grove Unified School District
   - Principal: Tri-Community Adult School, Covina Valley Unified School District; Adult Education, Simi Valley Unified School District
   - Consultant, California Department of Education
   - Assistant Principal: Valley Vocational Center, La Puente Union High School District

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